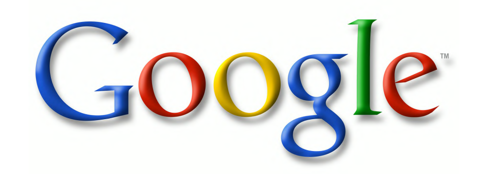


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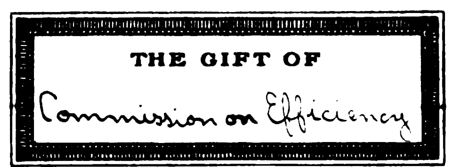
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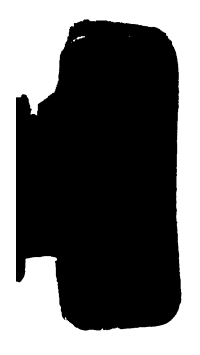
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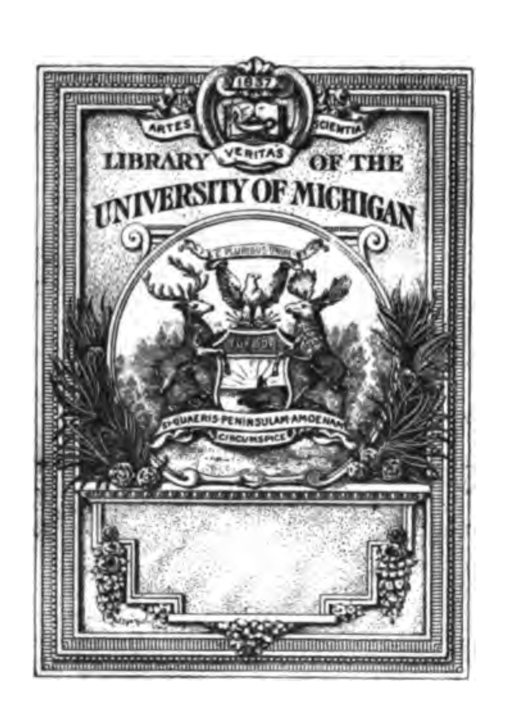
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62D CONGRESS } HOUSE OF REPRESENTATIVES { DOCUMENT
2d Session } { No. 670

ECONOMY AND EFFICIENCY IN THE GOVERNMENT SERVICE

MESSAGE OF THE PRESIDENT OF THE UNITED STATES

TRANSMITTING

U. S. President's

REPORTS OF THE COMMISSION ON ECONOMY AND EFFICIENCY



APRIL 4, 1912.—Referred to the Committee on Appropriations and ordered to be printed

WASHINGTON
1912


UNITED STATES OF AMERICA
GOVERNMENT PRINTING OFFICE

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250241

MESSAGE.

To the Senate and House of Representatives:

On the 17th of January last I sent a message to the Congress describing the work of the commission appointed by me under authority of the acts of June 25, 1910, and March 3, 1911, granting appropriations to enable me to inquire into the methods of transacting the public business of the various executive departments and other governmental establishments, and to make report as to improved efficiency and greater economy to be obtained in the expenditure of money for the maintenance of the Government. By way of illustrating the utility of the commission and the work which they were engaged upon, I referred to a number of reports which they had filed recommending changes in organization of the departments and bureaus of the Government, the avoidance of duplication of functions and services, and the installation of labor-saving devices and improved office methods. All of the recommendations looked to savings of considerable amounts. With the message of February 5, 1912, I transmitted to the Congress the reports on the centralization of distribution of Government documents, on the use of window envelopes, and on the use of a photographic process for copying records.

A number of the reports of the commission had not then been commented on by the heads of the departments that would be affected by the changes recommended, and therefore I did not feel justified at that time in recommending to the Congress the statutory amendments necessary to carry out the recommendations of the commission. Since then, however, I have received the recommendations of the heads of departments, and I transmit this message for the purpose of expressing my approval of the changes recommended by the commission and of laying before the Congress the reports prepared by the commission.

LOCAL OFFICERS SHOULD BE IN THE CLASSIFIED SERVICE.

POST OFFICES.

I have several times called attention to the advantages to be derived from placing in the classified service the local officers under the departments of the Treasury, of the Post Office, of Justice, of the Interior, and of Commerce and Labor. In my message submitted to the Congress on January 17 I referred to the loss occasioned to the Government because of the fact that in many cases

two persons are paid for doing work that could easily be done by one. In the meantime I have caused an inquiry to be made as to the amount in money of this loss. The results of this inquiry are that the loss amounts to at least $10,000,000 annually. For example, it appears that a very substantial economy would result from putting experienced and trained officers in charge of the first and second class post offices instead of selecting the postmasters in accordance with the present practice. As the annual operating expenses of the first and second class offices aggregate the enormous sum of more than $80,000,000, undoubtedly if the postmasters of these offices were embraced in the classified service, and required to devote all their time to the public service, the annual savings would eventually represent many millions of dollars. The saving in salaries alone, not taking into account any saving due to increased efficiency of operation, would amount to about $4,500,000. At the present time the salaries of postmasters of the first and second class amount to $6,076,900, while the salaries of assistant postmasters of the same classes amount to $2,820,000. If the position of postmaster were placed in the classified service and those officers were given salaries equal to 20 per cent more than the salaries now given to the assistant postmasters, the latter position being no longer required, there would be a saving in salaries to the Government of $4,512,900. In the case of postmasters at offices of the third class a large annual saving could be made.

PENSION AGENCIES.

An annual saving of nearly $62,000 could be made if the position of pension agent were placed in the classified service, since the work now done by a pension agent at a salary of $4,000 and a chief clerk at a salary ranging between $1,400 and $2,250 could easily be done by one person in the permanent classified service at a salary varying from $2,100 to $3,000. Greater economy and efficiency would result from the abolition of the pension agencies and from the adoption of a plan in accordance with which pensions would be paid by the Pension Office in Washington.

DISTRICT LAND OFFICES.

What is true in the matter of payment of pensions is also true in the service under the General Land Office. The field service of this office could be more efficiently and economically operated if it were provided by law that the office of receiver of district land offices be abolished and the duties transferred to the register, assisted by a bonded clerk, and the register placed in the classified service. It has several times been estimated that more than $200,000 would be saved annually and the efficiency of the service greatly increased by the adoption of such a plan.

INTERNAL-REVENUE AND CUSTOMS OFFICES.

Large expenditures are made for salaries of political appointees in the internal-revenue and customs services. In both services a direct saving in salaries, and an indirect economy through increased efficiency, would follow a transfer of such offices to the classified service.

OTHER LOCAL OFFICES.

In the other field services the saving which would result from the classification of the local officers under the departments is not as marked or probably capable of as exact estimation as in those mentioned, but there is no doubt that substantial savings would follow. It is not to be doubted that where no saving would result the classification of the local officers would increase the efficiency of the service. It would be desirable also to place all marshals, deputy marshals, and assistant attorneys in the classified service, although but little direct economy would result. Supervising inspectors in the Steamboat-Inspection Service and the members of the field service in the Bureau of Fisheries should be placed in the classified service.

COMMISSION'S REPORT ON LOCAL OFFICES.

The report on methods of appointment submitted to me by the commission, which covers fully the subject of appointments by the President by and with the advice and consent of the Senate, and recommends that various local officers, such as postmasters, collectors of internal revenue, etc., and heads of bureaus in the departmental service, be included in the classified service, is transmitted herewith (Appendix No. 1). The report and recommendations are approved by me.

LEGISLATION NEEDED TO ESTABLISH THE MERIT SYSTEM.

In the interest of an efficient and economical administration of the vast business of the Government, I urge the necessity for the inauguration of this important reform, and recommend that the necessary amendments be made to the laws governing appointments, such amendments to take effect not later than July 1, 1913, so that there may be secured to the people the benefits to be derived from a conduct of their affairs by officers selected on a merit basis and devoting their time and talents solely to the duties of their offices.

CONSOLIDATION OF LIGHTHOUSE AND LIFE-SAVING SERVICES.

The commission's report (Appendix No. 2) recommends that the Life-Saving Service of the Department of the Treasury be discontinued as a separate organization and that the maintenance and operation of the life-saving stations of the country be made one of

the duties of the Bureau of Lighthouses of the Department of Commerce and Labor. I concur in this recommendation and urge that the necessary legislation for carrying it into effect be enacted.

Both of these services are organized and maintained for the same general purpose—the protection of life and property endangered along the coasts and other navigable waters. Both maintain stations along the coast, which are located for the most part in close proximity. Both have substantially the same business problems to meet in locating, constructing, and maintaining these stations; in recruiting the personnel; in manufacturing or purchasing equipment; in purchasing, housing in depots, and distributing supplies; in operating a field-inspection service; in maintaining telephonic and other means of communication; in disbursing funds; in keeping proper books of accounts; and in rendering reports showing financial and other transactions. The maintenance of two separate services, as at present, means a duplication of organization in respect to all of these operations. The recommendation of the commission does not contemplate any essential change in the work of the life-saving stations; it is for the transfer of the business management of these institutions to the Bureau of Lighthouses. That bureau being fully organized for the administration of stations of this character will be able to direct and manage these stations with comparatively little addition to its present force and equipment. The commission estimates that, in addition to the advantage that will be obtained through having these two services operated by the same organization, a direct economy will be secured of at least $100,000 annually, and that the saving will greatly exceed this sum after the first year.

REVENUE-CUTTER SERVICE.

The report of the commission on the Revenue-Cutter Service (Appendix No. 3) represents a detailed investigation of the history, organization, and activities of this branch of the Government service and its relations to other services. The conclusion is reached that all of the duties now being performed by this service can be performed with equal efficiency by other services and that a great economy will result by having these duties so performed. The commission accordingly recommends that the service be abolished as a distinct organization; that its equipment be distributed among other services requiring the use of marine craft; and that provision be made for the performance of the work now being done by it by such other services.

With these fundamental recommendations of the commission I am in full accord, and I recommend that the necessary legislation be enacted to put them into effect.

At the present time the Revenue-Cutter Service is organized as a naval establishment. The country is, in effect, maintaining two

navies, and is using one of these navies for the performance of duties of a civil character. The maintenance of two separate naval establishments entails unnecessary expense and is not in the interest of either efficiency or economy. In so far as the duties of the Revenue-Cutter Service are of a naval character, or are such as can readily be performed by the regular Naval Establishment, they should be performed by such establishment; in so far as they are of a purely civil character, use should be made of services organized and conducted upon a civil basis.

In respect to the distribution of the equipment and duties of the Revenue-Cutter Service among other branches of the Government, the recommendation of the commission looks to the transfer to the Navy Department of the vessels which are adapted to deep-sea cruising and the discharge by the Naval Establishment of most of the duties now performed by the Revenue-Cutter Service upon the high seas. In memoranda submitted on the report of the commission, copies of which are submitted with such report, on the one hand the Secretary of the Navy raises the question as to whether these duties can be performed by the regular Naval Establishment without detracting from its military efficiency, while on the other hand the Secretary of Commerce and Labor raises the question whether certain of these duties can not be performed by the Lighthouse Service if that service is provided with vessels suitable for the purpose.

In view of these suggestions I recommend that, in the enactment of legislation providing for the abolition of the Revenue-Cutter Service, provision be made for the transfer of all the vessels and equipment of the Revenue-Cutter Service from the Treasury Department to the Department of Commerce and Labor; that the Secretary of Commerce and Labor be directed to assign such vessels and equipment to the Lighthouse Establishment, Bureau of Fisheries, and other services under his jurisdiction requiring the use of vessels, as, in his judgment, is for the best interest of the public service, and that authority be given to him to turn over to the Navy such vessels as he may find, upon investigation, not to be required by his department and which by their character are fitted to serve as useful auxiliaries to the Naval Establishment.

In thus recommending that the Revenue-Cutter Service as a separate establishment be abolished, I desire to make plain that such action does not carry with it the discontinuance of the rendering of any valuable and proper service now being rendered by that organization. On the contrary, I am persuaded that all such services will continue to be performed under the system recommended by me with equal or greater efficiency.

It should be noted that the adoption of the recommendation here made will result in bringing under one general administra-

tion all of the work of the Government having to do with the protection of life and property at sea. This will result not only in greatly increased efficiency, but in a large saving. The Lighthouse Establishment is compelled by the nature of the work to maintain and operate a large fleet of vessels and supplementary administrative divisions, depots, inspection services, etc., to attend to matters pertaining to their business management. It is thus fully prepared to take over and operate the additional vessels that may be assigned to it and to perform the additional duties with which it may be intrusted at an added expense that will be small in comparison with that now entailed in maintaining an independent service on a military basis.

A further benefit of no little importance that will also be secured will be that of relieving the Department of the Treasury of duties which are in no ways germane to the primary function of that department.

THE CONSOLIDATION OF AUDITING OFFICES.

The report upon the organization and methods of work of the accounting offices of the Treasury (Appendix No. 4) recommends that the offices of the six auditors be consolidated under one auditor, and that the auditors of customs accounts located at the principal ports, and known as naval officers, be made assistants to the auditors. An increase in the efficiency of the Treasury audit will be one result of the carrying out of these recommendations, and the saving of expense when the consolidation has been fully completed will amount to at least $200,000 a year, based upon current appropriations. The present organization, under which six independent auditors are engaged in the one work of final audit of the Government accounts, is certainly one that can produce only diversity of practice and procedure, inefficient use of personnel and equipment, and delay and uncertainty of requirements from which the public as well as officers of the Government must suffer.

In my opinion a change in law to carry into effect these recommendations of the commission, which have my approval, will be in the interest of the public service.

THE RETURNS OFFICE.

The report upon the "Returns Office" of the Department of the Interior (Appendix No. 5) recommends the abolition of that office and that provision for public inspection of Government contracts be made through the office of the auditors of the Treasury, in which offices the originals of all contracts are filed. It also recommends the substitution of a certificate for the affidavit required to be attached

to the contracts of the Departments of War, the Navy, and the Interior, and an amendment of the statute which now requires all the contracts of those departments to be in writing. I transmit letters from the secretaries of the departments referred to, concurring in the conclusions and recommendations of the commission. I approve the report and commend it to the favorable consideration of the Congress.

GOVERNMENT EXPENSES FOR TRAVEL.

The report upon "Travel expenditures" of officers and employees of the Government (Appendix No. 6) presents a view of existing conditions that can lead to but one conclusion—that under the existing laws, and regulations and practices pursuant thereto, the allowances for travel are as varied as there are executive departments. The same classes of officers and employees are receiving different rates of allowances, depending only upon the department or bureau in which they are employed. Under similar conditions there should be uniformity. The report recommends that all allowances in the form of mileage be discontinued and that actual cost of transportation be paid; that in lieu of payment of actual cost of other expenses, commonly known as subsistence, which would include lodging, a scale of per diem allowances be established by the President for the several classes of officers and employees. It is also recommended by the commission that all accounts for reimbursement of traveling expenses shall be certified as to correctness in lieu of the requirement of law in many cases that the verification be by affidavit. The latter procedure is troublesome and expensive, and the penalty for a false certification is fully as valuable in its deterrent effect as the penalty for making a false affidavit.

With the report are the comments of the War and the Navy Departments, made at my request. The report of the commission has my approval, and the suggestions therein for a change in the law on the subject are submitted with a request for action in accordance therewith.

HANDLING AND FILING OF CORRESPONDENCE.

The handling and filing of correspondence constitutes one of the business processes of the Government to which, as pointed out in my message of January 17, the commission has paid especial attention. The investigations of existing conditions have brought our clearly that, in many cases, present methods are inefficient and entail large, unnecessary costs. The features of present practices which stand out most prominently as entailing large, unnecessary labor and expense pertain to the briefing, press copying, and recording and indexing of communications. A statement has been prepared giving the results

of an investigation of the salary cost entailed in performing these operations in the several departments at Washington. It is the opinion of the commission that the operations of briefing and press-copying letters can be entirely eliminated, and that the recording and indexing of incoming and outgoing letters can be reduced at least 50 per cent.

Though the commission is making independent investigations of methods followed in handling and filing correspondence in certain bureaus and services, the results of which will be embodied in reports describing such methods, pointing out wherein they are defective, and recommending changes to make them conform to the most approved practices, the general policy pursued is that of working in close cooperation with the departments and services through the means of joint committees. To the end that these committees might all work as nearly as possible along uniform lines, and that the departments and establishments might have before them the conclusions reached by the commission relative to fundamental principles and the best practices in respect to the performance of this class of work, the commission has prepared, and I have sent to the heads of departments a memorandum setting forth the principles which should govern in the matter of handling and filing of correspondence. This memorandum also contains suggestions for the use of labor-saving devices in preparing and mailing letters. I am transmitting herewith a copy of this memorandum (Appendix No. 7).

On the basis of this memorandum active efforts are now being made in all of the departments for the improvement of the methods of handling and filing of correspondence. These efforts have resulted in radical changes in existing methods and the effecting of large economies. The flat filing system has been substituted for the old cumbrous folded and indorsement system. Carbon copies of letters have been substituted for press copies. The briefing of documents has been entirely discontinued in a number of services, and in others the maintenance of book records of incoming and outgoing communications has been discontinued. The effort is being made to make correspondence files self-indexing, and thus avoid the necessity for making and using secondary finding devices. This work can only be intelligently prosecuted as the result of painstaking and detail investigation of the special conditions to be met in each particular service. Many months will, therefore, be required to carry out this work throughout the entire Government. It is of the utmost importance that the work should be prosecuted under a general supervision or direction such as is furnished by the present commission.

DISTRIBUTION OF GOVERNMENT DOCUMENTS.

Attention is called to the report of the commission transmitted to the Congress with my message of February 5, and to the supplementary statement sent herewith (Appendix No. 8) on the centralization of distribution of Government publications. By adopting this recommendation it is conservatively estimated that $242,000 annually can be saved. This is exclusive of the saving which could be made by handling the congressional documents in the same manner. An account kept for 31 days with the volume of this business of handling congressional documents showed an average of 21 tons per day. These documents were first taken from the Printing Office to the Capitol, then from the Capitol to the post office, then hauled back to the Union Station, the latter being but a short distance from the Printing Office. An up-to-date plant at the Printing Office which could handle all this would entail an increased capital outlay for permanent equipment of only about $75,000. The recommendation for centralizing the distribution of documents from the departments, if acted on, will affect the appropriation of seven departments, five independent establishments, and the Washington post office.

I may say in connection with this report and recommendation that the House of Representatives, in passing the Agricultural appropriation bill for the fiscal year 1913, instead of reducing the cost of distributing Government publications in the Department of Agriculture by $137,000, has increased to the extent of $13,260 the amount appropriated for salaries for the Division of Publications over the appropriation for the current year.

OUTLINES OF ORGANIZATION.

The outlines of organization of the Government, which were transmitted with the message of January 17, have been sent to each of the departments, with a request that orders issue which will require that the outline be kept up to date (Appendix No. 9). This will not only make available at all times the information needed by Congress or the administration when called for, and assist materially in the preparation of estimates of appropriations, but will make unnecessary the publication of the Official Register, thereby saving approximately $45,000 for each issue.

CONCLUSION.

In submitting these reports with recommendations, I will state that in my opinion each of the foregoing recommendations, if acted

on, will contribute largely to increase efficiency. Directly and indirectly the changes proposed will result in the saving of many millions of dollars of public funds. This will leave the Congress free to determine whether the amount thus saved shall be utilized to reduce taxation or to provide funds with which to extend activities already carried on and to enter on beneficial projects which otherwise could not be undertaken for lack of funds.

Again I urge upon the Congress the desirability of providing whatever funds can be used effectively to carry forward with all possible vigor the work now well begun. The $200,000 required for the prosecution of the inquiry during the ensuing year and the $50,000 estimated for the publication of results are inconsiderable in comparison with the economies which can be realized.

WM. H. TAFT.

THE WHITE HOUSE, *April 4, 1912.*

APPENDIX No. 1

METHODS OF APPOINTMENT

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METHODS OF APPOINTMENT.

DECEMBER 15, 1911.

The PRESIDENT:

The Commission on Economy and Efficiency has the honor to submit the following report in reference to the methods of appointment now followed in the case of certain officers of the Government:

RECOMMENDATIONS.

The commission recommends:

1. That it be provided by law that all assistant secretaries of the executive departments, now appointed by the President by and with the advice and consent of the Senate, shall be appointed by the President alone.

2. That if the foregoing recommendation is adopted one of the assistant secretaries in each department, to whom shall be given the duties of an under secretary or general business manager, shall be placed in the competitive classified service.

3. That it be provided by law that all heads and assistant heads of bureaus and offices in the executive departments, who are now appointed by the President by and with the advice and consent of the Senate, shall be appointed by the President alone.

4. That if the foregoing recommendation is adopted the positions of heads and assistant heads of bureaus be placed in the competitive classified service and that the President in respect to such bureaus cause to be embodied in regulations the special qualifications that must be possessed by persons in order to be eligible for appointment to such positions.

5. That it be provided by law that all officers in the executive civil service at Washington, who are now appointed by the President by and with the advice and consent of the Senate, excepting assistant secretaries of executive departments and heads of bureaus and offices in the executive departments, shall be appointed by the head of department or other Government establishment to which they are attached.

6. That it be provided by law that all local officers under any of the executive departments (such as customs officers, internal-revenue officers, postmasters, marshals, supervising inspectors in the Steamboat-Inspection Service, commissioners of immigration, registers and receivers of district land offices, surveyors general, pension agents, etc.), who are now appointed by the President by and with the advice and consent of the Senate, be appointed by the President alone.

7. That if the foregoing recommendation is adopted, such positions be placed in the competitive classified service and that the President in respect to each class of such positions cause to be embodied in regulations the special qualifications that must be possessed by persons in order to be eligible for appointment to such positions.

8. That all acts of Congress which prescribe a fixed term of a given number of years for any officers in the executive civil service of the Government at Washington or in the field be repealed.

Finally the commission has in this report called attention to the powers possessed by the President, under section 1753 of the Revised Statutes to provide qualifications for entrance into the civil service of the United States and suggests that these powers, which have already been exercised in the case of consuls, be exercised as well in the case of other officers now appointed by the President by and with the advice and consent of the Senate, who are now appointed without any formal examination of their qualifications.

INTRODUCTION.

1. Senate Appointments.

The methods of appointment to the administrative services of the United States Government are stated in Article II, section 2, of the Constitution, which provides that the President—

shall nominate and by and with the advice and consent of the Senate shall appoint ambassadors, other public ministers and consuls, judges of the Supreme Court, and all other officers of the United States whose appointments are not herein otherwise provided for, and which shall be established by law; but the Congress may by law vest the appointment of such inferior officers as they think proper in the President alone, in the courts of law, or in the heads of departments.

This section is interpreted as providing for appointment by and with the advice and consent of the Senate of all officers where some other one of the constitutional methods of appointment has not been provided by an act of Congress. (13 Opin. Atty. Gen., 98; ibid., 8.)

Although there are quite a few special statutory provisions which vest the power to appoint to particular positions in some other than the ordinary appointing authority, there are not at the present time any general acts in force with regard to appointments except acts such as the act affecting fourth-class postmasters (19 Stat. L., 80, sec. 6) and what is now section 169 of the Revised Statutes, vesting an appointing power in the heads of the departments. By the former law fourth-class postmasters are to be appointed by the Postmaster General. By section 169—

each head of a department is authorized to employ in his department such number of clerks of the several classes recognized by law and such messengers, assistant messengers, copyists, watchmen, laborers, and other employees * * * as may be appropriated for by Congress from year to year.

The Court of Claims has held, however, that Congress may by law provide some constitutional method of appointment, other than by and with the advice and consent of the Senate, for all officers inferior to those in whom the power of appointment may be vested, i. e., the President alone, the courts of law, and the heads of departments. (Collins's case, 14 C. Cls., 569.) Conformable to this construction of the Constitution Congress may vest the power of appointing such officers as heads of bureaus in the President or even in the heads of departments. In fact, Congress has vested in the President alone the power to appoint heads of particular bureaus (the Bureau of Manufactures, the Lighthouse Bureau, and the Bureau of Corporations, in the Department of Commerce and Labor) and in the Secretary of

Agriculture the power to appoint the heads of all bureaus in the Department of Agriculture except the Weather Bureau.

Furthermore, it is the practice of the Government to regard an act which empowers the head of a department to do specific things when accompanied by a lump-sum appropriation as authorizing such head of department within the limits of the appropriation to employ the persons necessary to enable him to exercise the powers granted. In this way the reclamation act of 1902, which itself makes provision for an available fund, is regarded as authorizing the Secretary of the Interior, upon whom it confers power, to employ the Director of the Reclamation Service and other necessary employees.

Congress may also vest in the President or in the head of a department the power to appoint the various local subordinates of the departments, such as collectors, postmasters, registers and receivers of land offices, and district attorneys. But as yet, with the exception of the positions mentioned in the postal law, in section 169 of the Revised Statutes, and certain acts similar to the reclamation act, no such action has been taken. It is often the case, particularly so far as concerns local officers, that Congress has specifically provided in the acts establishing the offices that the incumbents thereof shall be appointed by the President by and with the advice and consent of the Senate.

2. The Classified Service.

All positions in the executive civil service of the United States which are not filled by appointment by and with the advice and consent of the Senate and are not occupied by laborers are declared by civil-service Rule II, adopted in 1902, to constitute the "classified service" of the United States.

The term "classified service" by itself, and unaccompanied by a history of the administrative service of the Government, gives no hint even of its significance. The civil-service act of 1883 empowered the President to prepare rules, which should provide for—

> open competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder.

The classification already in existence to which reference was here made was that made by section 163 of the Revised Statutes, dating from 1853, of department clerks into four classes. Other provisions of law had also recognized such classes as those of chief clerks, disbursing clerks, and chiefs of divisions. The classification in existence prior to 1902, and resulting from the rules adopted in pursuance of the civil-service act, was: The departmental service, including the various classes of clerks mentioned; the customhouse service; the Post Office service; the Government Printing Office service; and Internal-Revenue Service. For each of these services different rules were adopted. In 1902 this classification was abandoned and the present more comprehensive statement of the extent of the classified service was adopted.

Inasmuch as the civil-service law and the rules adopted thereunder, which ultimately came to affect removals as well as appointments, apply only to the classified service, the term "classified service" has come to signify that part of the executive civil service of the United States entrance to which and separation from which are regulated

by the civil-service rules and which therefore constitutes the nonpolitical service of the country. Strictly speaking, however, not all those who are recognized by civil-service Rule II as in the classified service are in the competitive nonpolitical service, since Schedule A of the civil-service rules specially excepts from the operation of most of them quite a long list of positions, among them being positions appointment to which is made by the President alone, and positions which are regarded as in the nature of positions of confidence, between the incumbents of which and the appointing officer close personal relations exist.

Outside of these excepted positions, however, appointment to a position in the classified service follows the successful passing of an examination conducted by the Civil Service Commission, and is made by the head of an executive department under section 169 of the Revised Statutes or some similar statutory provision. The appointment of a person not already in the classified service to a position therein is nearly always made to one of the lower positions. Appointment to the higher positions in that service is almost invariably made as the result of the promotion of one at the time in the classified service. In the case of some of the technical and professional services, however, the positions to which appointment is made of persons outside of the service are of comparatively high rank.

SENATE APPOINTMENTS.

Generally speaking the executive and administrative officers who are appointed by the President by and with the advice and consent of the Senate are of six classes:

1. Ambassadors, other public ministers, and consuls.
2. Heads of departments.
3. Assistant secretaries.
4. Heads and assistant heads of bureaus.
5. Other officers in the departments.
6. Local officers, such as collectors of customs, etc.

1. Ambassadors, Other Public Ministers, and Consuls.

With regard to the first of these classes it may be said that no method of appointment, except that by the President by and with the advice and consent of the Senate, is regarded as constitutionally possible, since this method is provided specifically by the Constitution.

It has, however, been felt, particularly in recent years, that appointment by the President by and with the advice and consent of the Senate was in the case of consuls objectionable as giving to political considerations too great an influence in the appointment to these positions, and the attempt has been made by Executive order to provide qualifications for the office which a candidate must possess in order to be nominated to the Senate by the President. This attempt was made by an Executive order issued June 27, 1906, which, with the purpose of securing qualified persons as consuls, prescribes certain "Regulations governing appointments and promotions" for the Consular Service. (See Exhibit 1.)

It is thus seen that it is possible for the President, even in the case of Senate appointments, to provide under section 1753 of the Revised Statutes for qualifications of capacity, which must be shown by all candidates for appointment. These regulations are, however, depend-

ent for their effective enforcement upon the cooperation of the Senate, since the Senate may, if it sees fit, refuse to confirm the appointment of one who has been nominated by the President after having passed successfully the examination provided by the regulations.

2. Heads of Departments.

Little need be said with regard to the appointment of the heads of departments since they are properly regarded as distinctly political officers and since it is rarely the case that the Senate fails to confirm the appointment of a head of department by the President.

3. Assistant Secretaries.

In respect to these officers the commission believes that a distinction should be made between those having the duty of assisting the secretaries in respect to the general supervision and control of all the services comprehended by the department and those having for their duty supervision and direction over the manner in which the business operations of the departments are conducted.

In other reports the commission lays emphasis upon the importance of intrusting to one assistant secretary in each department the duty of exercising direct supervision and control over the business methods followed. In these reports the position is taken that in each department there should be one assistant secretary who would in effect be the business manager of the department. There is little doubt that one of the needs of the administrative service of the United States at the present time is the existence in each department of an officer of this character who will be intrusted with the routine or general business administration of the department, and whose knowledge of the needs of the department may be placed at the disposition of the head of the department.

This distinction is of importance from the standpoint of the present report, since the commission believes that different methods should be followed in appointing to these two classes of positions.

In respect to the first, that is, the assistant secretaries acting as the general assistants to the secretaries, the commission recognizes that in a measure at least these officers are responsible for the policy of the administration and that they should on that account be differentiated from the ordinary members of the classified service as now organized. To this extent these officers may be said to have a quasi-political character. Nevertheless, as primarily administrative officers, the commission believes that their appointment should be made by the President alone, and it so recommends.

In respect to the second class, that is, assistant secretaries acting as general business managers, the commission believes that their nonpolitical character should be definitely recognized. In order that an assistant secretary of this character may satisfactorily fill the post to which he is appointed, two things are necessary. These are, first, that he shall be qualified and, second, that he shall be permanent. Inasmuch as his qualifications are in great measure dependent upon the permanence of his incumbency it is more necessary that incumbency of office be actually permanent than that the incumbent be theoretically qualified.

First. How may the position of undersecretary or business manager be actually permanent?

The actual permanence of incumbency may be secured by providing that he shall be made a member of the competitive classified service. If the present definition of the classified service be retained, his inclusion in the classified service necessarily involves the abandonment of the method of appointment usually provided by law at the present time, viz, by the President by and with the advice and consent of the Senate. At the present time the Assistant Secretary of Commerce and Labor is by law appointed by the President, and not by the President by and with the advice and consent of the Senate. If, further, Schedule A of the civil-service rules were so amended as to permit of the inclusion in the competitive service of persons appointed by the President alone, it might also be provided that one assistant secretary in each department, who should be in the competitive classified service, should be appointed by the President alone.

Appointment by the President alone is preferable to appointment by the President by and with the advice and consent of the Senate, since Senate appointments are usually to offices regarded as political in character, and the purpose of placing one assistant secretary in each department in the competitive classified service is to emphasize the nonpolitical character of the position. Furthermore, so long as the civil-service act remains in its present form it is difficult to make any special provisions for securing the necessary qualifications on the part of any person appointed by the President by and with the advice and consent of the Senate.

Second. How shall the necessary qualifications for the position be secured?

The mere inclusion of an assistant secretary in the competitive classified service not only would have the effect of making the position permanent and thereby of causing the person appointed to be qualified as the result of the experience acquired in the performance of the duties of the office, but would also bring it about that the position would ordinarily be filled as the result of promotion from among those already in the classified service. Such a method of appointment would thus of itself also bring into the position of assistant secretary one who had considerable administrative experience.

The commission accordingly recommends that provision be made by law for the appointment, in each department, of an assistant secretary who will discharge the duties of a general business manager; that this officer be appointed by the President alone, as is recommended in the case of the other assistant secretaries; but that this position be placed in the competitive classified service.

4. Heads and Assistant Heads of Bureaus.

The departments are, when of large size, usually divided into bureaus or offices, at the head of each of which is either an officer with a distinctive title, as is the case with certain of the offices in the Department of the Treasury, such as the comptroller, the treasurer, and register, or a commissioner, superintendent, director, chief, or head.

In some of the smaller departments, such as the Department of State, the sections of the department are called bureaus, but their heads are appointed by the head of the department. These sections

are not treated as legally in the position of bureaus; i. e., their heads or chiefs are regarded rather as clerks than as heads of bureaus (21 Op. Atty. Gen., 363), and as a result the Secretary may distribute the work of the department among the various employees as he sees fit.

In the case of the Departments of War and Navy, also, where the heads of the bureaus are chosen from among military and naval officers, the bureau heads do not have all the characteristics of heads of ordinary bureaus. Thus in the case of the Department of the Navy the assistants of such heads of bureaus, being commissioned naval officers serving as the result of a detail and not of any statutory provisions, may not perform the duties of the chief, as is usually the case under section 178 of the Revised Statutes, in the case of his absence, sickness, etc.

Finally, there are in some departments services which in many cases grew up outside of the departments to which they are now attached, either in connection with some other department or independently of any department, and which occupy the position of bureaus but do not have the name. Such are:

The Geological Survey, established in 1879, in the Department of the Interior and under the direction of a director appointed without fixed term by the President by and with the advice and consent of the Senate.

The Coast and Geodetic Survey, now in the Department of Commerce and Labor and under a superintendent appointed without term by the President by and with the advice and consent of the Senate.

The Steamboat-Inspection Service, in the same department and under a supervising inspector general appointed without term by the President by and with the advice and consent of the Senate.

The Life-Saving Service, in the Department of the Treasury and under the control of a superintendent appointed without term by the President by and with the advice and consent of the Senate.

The Public Health and Marine-Hospital Service, in the Department of the Treasury and under the control of a surgeon general appointed without term by the President by and with the advice and consent of the Senate.

The Reclamation Service, in the Department of the Interior, under the control of a director employed by the Secretary of the Interior without term.

1. *Method of appointment.*—The heads or chiefs of bureaus, services, or offices corresponding to bureaus, are at the present time usually, but not always, appointed by the President, by and with the advice and consent of the Senate. In certain cases, such as the Bureau of Manufactures, the Bureau of Corporations, and the Bureau of Lighthouses, in the Department of Commerce and Labor, they are appointed by the President alone. In other cases, such as the so-called bureaus in the State Department, and of all the bureaus, except the Weather Bureau, in the Department of Agriculture, they are appointed by the Secretary of the department.

In most instances the heads of bureaus are appointed without definite term. The only exceptions to this rule are the heads of the following bureaus:

All the heads of the bureaus of the War Department are appointed by the President, by and with the advice and consent of the Senate, for a period of four years.

The Comptroller of the Currency and the Director of the Mint, in the Treasury Department, are appointed by the President, by and with the advice and consent of the Senate, for a term of five years, unless removed by the President upon reasons to be communicated to the Senate. The commandant and chief of division of the Revenue-Cutter Service, also in the Treasury Department, is appointed by the President, by and with the advice and consent of the Senate, for a term of four years and is reeligible.

The heads of all the bureaus in the Navy Department are appointed by the President, by and with the advice and consent of the Senate, for a term of four years.

In the Department of Commerce and Labor the Commissioner of Labor is appointed by the President, by and with the advice and consent of the Senate, for a term of four years.

2. *Method of removal.*—It is seldom the case that the statutes have anything to say about the removal of the head of a bureau. The only exceptions to this rule are the Comptroller of the Currency and the Director of the Mint, whose terms of five years may be shortened by removal by the President upon reasons to be communicated to the Senate; and the Commissioner of Fish and Fisheries who, according to law, is removable at the pleasure of the President. The general principles of law applicable to the power of removal apply, therefore, to most of the heads of bureaus who may be removed by the President or by the head of department appointing them.

3. *Qualifications.*—There are few instances in which the law provides for any qualifications for those who are appointed as the heads of bureaus. Such qualifications are provided specifically in the case of:

1. All the bureaus in the Department of Agriculture except the Weather Bureau. Thus the Chief of the Bureau of Chemistry must be a chemist, the Chief of the Bureau of Entomology must be an entomologist, and so on.

2. The Superintendent of the Life-Saving Service must be familiar with the means employed in the service for the saving of life and property.

3. The Supervising Inspector General of the Steamboat-Inspection Service is to be selected with reference to his fitness and ability to systematize and carry into effect all the provisions of the law relating to the Steamboat-Inspection Service.

4. The Commissioner of Fish and Fisheries shall be a person of scientific and practical acquaintance with fish and the fisheries.

No method, however, is provided by law for the ascertainment of the existence of these qualifications.

In addition to the heads of bureaus just mentioned, there are a number of bureaus whose heads may be appointed only from certain ranks of a well-recognized service. This is true of the bureaus in the Departments of War and of the Navy, and of the Revenue-Cutter Service, and of the Public Health and Marine-Hospital Service. In the Revenue-Cutter Service the captain, commandant, and chief of division must be appointed from active officers of the line of the rank of captain. In the Public Health and Marine-Hospital Service, the Surgeon General must be chosen from assistant surgeons general and surgeons.

It is very doubtful whether the mere statement in the law that certain qualifications shall be required for a particular office will secure the desired qualifications. It is, of course, true that the further step may be taken of fixing a means by which such qualifications shall be evidenced. This has been done in the case of the Public Health and Marine-Hospital Service. The law of June 4, 1889, provides that original appointments shall be to the grade of assistant surgeon and that no medical officer shall be appointed who has not passed certain examinations to be conducted in accordance with—

rules prepared by the Supervising Surgeon General and approved by the Secretary of the Treasury and the President.[1]

Here again, as in the case of the consular regulations, it may be remarked that the effective enforcement of qualifications for offices, appointment to which is by the President, by and with the advice and consent of the Senate, is dependent upon the cooperation of the Senate.

4. *Assistant chiefs of bureaus.*—In a number of instances provision is made for one or more assistants or deputies for the head of a bureau or service.

In the Departments of War and of the Navy the practice would seem to prevail of detailing military and naval officers to assist the heads of the different bureaus, but these assistants, as has been pointed out, do not have all the characteristics of civilian assistants of bureau heads.

Assistants or deputies of heads of bureaus are usually appointed without fixed term in the same manner as their chiefs.

The usual method of appointment is by the President, by and with the advice and consent of the Senate. In some cases this is specifically provided by statute, as, e. g., in the case of the assistant treasurer (R. S., sec. 303) and of the assistant register (ibid., sec. 314), but it has been held by the Attorney General that this is the method of appointment where nothing is said in the law as to the matter (15 Op. Atty. Gen., 3). Very seldom are any qualifications of capacity required by law for the position of assistant to a bureau head.

What is hereafter said as to the method of appointing and the qualifications of heads of bureaus applies with equal force to their assistants, who should be regarded as understudies of their chiefs and as in the line of promotion.

5. *Heads of bureaus now political officers.*—In the foregoing we have given a statement of present conditions in respect to the appointment of heads and assistant heads of bureaus. It now remains for us to consider the extent to which, in our opinion, changes should be made in such conditions.

It will be noticed that, with few exceptions, the heads or chiefs of bureaus and similar offices, whatever designation may have been given to them, such as director, superintendent, treasurer, register, auditor, and commissioner, are appointed by the President, by and with the advice and consent of the Senate, or by the President alone. Because of the provisions of the civil-service act or of the civil-service rules which exclude from the competitive classified service all positions to

[1] These regulations, so far as they affect the appointment of persons appointed by the President, by, and with the advice and consent of the Senate, are set forth in Exhibit 2.

which appointment is made by the President, either by and with the advice and consent of the Senate or alone, the heads of bureaus, with few exceptions, are outside of the competitive classified and even of the classified service. Furthermore, there are, except in a few services, no qualifications of capacity provided either by law or by Executive order for the position of head of bureau, nor, outside of exceptional cases, is it necessary that the position be filled by promotion. In other words, the position of head of bureau is clearly regarded as a political one.

The commission believes that this condition of affairs is unfortunate. In its opinion these offices should be looked upon as primarily administrative positions; political considerations should have little or no influence in the selection of the persons to fill them; the incumbency of office should be permanent; and these offices should constitute a part of the competitive classified service.

It accordingly believes:

1. That it should be provided by law that those heads of bureaus who are now appointed by the President, by and with the advice and consent of the Senate, shall be appointed by the President alone;
2. That it should be provided by law that all appointments made to such offices should be without term;
3. That, if the foregoing recommendations are adopted, these positions be placed in the competitive classified service; and
4. That the President, through the Civil Service Commission or other officials, cause to be made, in respect to each service individually, an inquiry regarding the special qualifications, in the way of education, experience, training, or otherwise, that persons, whether in or outside the Government, shall have in order to be eligible for appointment to the position of head or assistant head of such service; and, when such qualifications are determined, that they be embodied in regulations.

If these recommendations are adopted, the President in filling a vacancy in any such position can proceed in any one of the following three ways:

In the first place, he can make a selection of some person already in the competitive classified service who has such qualifications as may be required by the regulations. In this case he will not be compelled to confine his choice to persons in the service to be presided over by the bureau chief to be selected, but may make his selection from persons in any branch of the Government. In this connection the recommendation of the commission that all field officers be made a part of the competitive classified service should be borne in mind. This is important, since in many cases the man most qualified to fill the position of bureau chief will be the official who has proved his competency in directing work in the field. There is a great advantage to be obtained in many cases from placing in charge of a service a person who has had practical experience in the work to be done in the field.

The commission believes that this method should be, and in actual practice probably will be, the one followed by the President in the great majority of cases. It is of the opinion, not only that the best man in the great majority of cases can be found in this way, but also that a great stimulus and incentive to good work will be provided

throughout the Government service if it is generally believed that the responsible positions will, as a rule, be filled by promotion from the ranks.

In the second place, if the President is unwilling to promote without examination some one in the competitive classified service he can call upon the Civil Service Commission to hold a special examination. In this case he can provide either for a pass or a competitive examination, or in case of a competitive examination that the competition shall be open to persons in the Government service alone or to all persons whether in or outside of the Government service. He can furthermore lay down requirements in respect to experience, education, and other qualifications that must be met by persons presenting themselves for examination.

In the third place, if the President has in mind some particular person not in the competitive classified service whom he believes to be specially qualified for the position, and whom he desires to appoint, he can order a special exception to be made in his case. This method should be followed only in rare instances and in respect to positions of a technical character where the President desires to secure for the Government the services of some particular person whose special qualifications for the position are well recognized.

The position here taken by the commission has, in substance, been repeatedly taken by officials intimately concerned with the management of Government affairs.

The evils of the appointment of heads of bureaus for political considerations, where the terms of office are short, are well stated in the preliminary report of the Congressional Joint Commission on the Business Methods of the Postal Service, in 1908: [1]

We have already called attention to the bureau system in the Post Office Department and to the fact that the appointments to the offices of the Postmaster General and Assistant Postmasters General are purely political. They run for short periods of years, and their holders, with few exceptions, have had no previous experience in the postal service. At the end of a few years, at which time it may be supposed they have attained some familiarity with the details of the business which they are administering, they go out of office. The remuneration attached to the positions of Assistant Postmasters General is so small that of necessity the incumbents must have private means. It is hardly reasonable to suppose that any man of ability would be willing to retain his position for more than a few years, at the end of which time he must feel that the sacrifices he has made for the Government service are sufficient. Upon their acceptance of office the Postmaster General and his Assistants find themselves involved in a mass of administrative work of which they may have had no previous knowledge, and that little time is at their disposal to master the many intricate details of the business which they are called upon to administer. At the best they can only hope to master the work of the few divisions which form their particular bureau, and from this it follows that each bureau has developed into a separate organization, operated without regard to the interests of the service as a whole.

In a large private business an entirely different condition of affairs is found. The administrative heads have usually worked their way up through the whole organization in its various states and are carefully selected for their experience and their knowledge of the business for which they are to be held responsible, and the salaries attached to those positions will generally be found to be many times in excess of those paid in the Government service. These men are held directly responsible by the board of directors and the stockholders for the success of their administration; and, on the other hand, they are given an entirely free hand in the selection and control of their subordinates, of whose ability they carefully satisfy themselves. If it is necessary, as in the case of large railroad companies, to divide the operation of the business into sections, full responsibility for the operation of each section thereof is thrown upon the officers selected for the purpose, who are at the same time required to keep in close touch with

[1] H. Rept. No. 608, 60th Cong., 1st sess., Feb. 10, 1908.

the executive head and with the heads of the allied divisions; and by means of committees of directors and officials and of the system of making the head of each division directly responsible to his superior for his work, a homogeneous and uniform system of administration of the highest character is assured throughout.

It may be argued that the Government service differs entirely from a private corporation in that it does not aim at profits; but it surely should aim at the efficiency which, in private enterprises, insures profits, and the Post Office Department, at least, is a large business institution, whose sole object is to collect, transport, and distribute mail satisfactorily, without any expense to the community, at the cheapest possible rates.

Another feature of difference is that the responsible managers of a private institution frequently have a direct pecuniary interest in the results obtained, whereas in the Government departments the financial interest of the heads is limited to keeping their expenditures within the authorized appropriations, and expending as much as possible thereof so as to avoid reductions in succeeding years. This would naturally lead to extravagance, which is restricted by Congress by voting minimum appropriations.

Postmaster General Wilson, in 1896, in recommending that Assistant Postmasters General be given permanent terms, declared:

It is safe to say that the proper training of the bureau chief up to the point where he may have a vigorous grasp and accurate knowledge of his duties is a very costly thing for the Government.

The policy of recent administrations would seem to be more and more characterized by the attempt in filling these positions to lay weight upon the qualifications of capacity and fitness as evidenced by work in the Government service rather than upon political considerations.

The Civil Service Commission in its report for 1910 points out that in pursuance of this policy—

The present First and Second Assistant Postmasters General were promoted from classified positions in the department. The present Commissioner of Patents and six other presidential appointees in the Department of the Interior were also appointed by promotion from classified positions, and reappointments to presidential positions in that department because of satisfactory service are becoming more frequent.

In another place the commission says:

There is a growing tendency to fill positions of unusual requirements and positions of trust, whether or not included in the competitive service, such as those of Assistant Attorney, special Treasury agent, Assistant Postmaster, and cashiers in customhouses and post offices, by promotion or transfer of competent persons in the service. In the Department of Justice 9 of the 26 attorneys and assistant attorneys were appointed by promotion, a very large proportion, considering the fact that the source of supply in the lower ranks is limited. In the same department 8 of the 13 men who have received appointment to the position of Assistant Attorney General since the beginning of President Roosevelt's administration were advanced by promotion. The Secretary of Commerce and Labor in his recent report makes the following statement with regard to presidential appointments:

"In six instances former incumbents of the positions were reappointed. In two instances persons outside of the service were selected on account of their well-known qualifications. In the remaining eight instances selections were made of persons who had been previously employed in the classified service. Thus it will be seen that with respect to the positions which are entirely divorced from the civil-service system political considerations have been eliminated and the merit system installed."

The extension of the merit principle is further evidenced by the growing practice of disregarding political considerations in the appointment and retention of presidential officers. A marked instance of this is found in the policy of the Post Office Department to retain postmasters who have been found proficient.

The Secretary of Commerce and Labor in his report for 1910 says that—

Important appointments without the classified service have been made with a view to merit. Three chiefs of bureaus, as well as a number of other important presi-

dential appointments during the administration, have been selected from the classified service on account of experience and attainments and because of apparent fitness for the positions to be filled.

Indeed the demand is being made in the recent reports of heads of departments that the present method of appointment of heads of bureaus, viz., by the President, by and with the advice and consent of the Senate, be changed in the interest of economical and efficient administration, since if they were appointed by the President alone or by the heads of departments they might be included in the classified service and thus secure the permanence of tenure and freedom from political influences which are characteristic of the classified service.

Thus the Secretary of the Treasury in his report for 1910 (pp. 12-13) says:

Anyone who comes close to the practical administration of the Federal Government—or of any other Government—soon becomes aware that everything ultimate or final in the excellence of administration must wait upon the complete inclusion of all non-political offices within the classified service, and that progress in the administration meanwhile will materially depend upon the broadening of that service. The frequent presidential extensions of the classified service to include more and more of the positions within the control of the Executive—including the extensions by President Taft—have practically exhausted the exclusive opportunities of the President, and enlargement will hereafter be a matter for the cooperation of Congress with the President. But there is no reason why the purely administrative offices which require confirmation should be differentiated in respect to the classified service from like offices that do not require confirmation. The auditors of the Treasury Department, for example, as I said in my last report, ought on every account to be included in the classified service. * * *

6. *Qualifications required.*—In respect to the matter of educational and other qualifications, the commission has been compelled to frame its recommendations in general terms. It can not make any specific recommendations as to the qualifications which should be required of persons appointed as heads or assistant heads of bureaus, whether the appointment to such positions is made as the result of the promotion of some one already in the competitive classified service or as the result of an examination open both to persons already in such service and to persons outside such service. This is due to the fact that heads of bureaus do not form a general class the qualifications of which should be the same.

Each head of a bureau is ordinarily the head of a special service which is frequently somewhat technical in character. There are for most heads of bureaus, therefore, special technical qualifications which ought not to be required for the heads of all other bureaus.

In addition to these special technical qualifications there are certain general qualifications which it is desirable that all heads and assistant heads of bureaus should possess. All should, for example, possess at least a general knowledge of the structure of the Government and of the law so far as it affects the relations of the departments and bureaus of the Government one with another, and the various processes and methods of action necessary for the carrying on of the activities of the Government. Particularly desirable is a knowledge of the law relative to the appointment, discipline, and dismissal of subordinate officers and employees and of the law with regard to appropriations, expenditures, and accounting.

Where the special qualifications are those required for some recognized profession, or consist in acquaintance with subjects of knowledge for which regular courses of instructions are given in institutions

of learning, the diploma of a reputable institution of this character may properly be required and received as evidence of these special qualifications, or, the qualifications may be evidenced by the passing of examinations upon the subjects, the study of which is ordinarily required for the respective diplomas. It would probably be desirable that resort be had to either of these methods of evidencing such qualifications, in order that persons already in the service who do not possess the requisite diplomas may be permitted to show that they possess the requisite qualifications.

Perhaps a word should be said in justification of the recommendation that a diploma of a recognized institution of learning may be received as evidence of the necessary qualifications. One of the necessary defects of any system of examination for evidencing the possession of the requisite qualifications is the fact that preparation for such examinations is apt to consist of a course of cramming rather than a course of study. The persons who prepare themselves for such examinations usually are actuated by the desire to pass the particular examination before them rather than to acquaint themselves with the subject upon which the examination is to be held. A diploma, however, usually stands for a course of training and study continued through a term much longer than the ordinary period of cramming preceding an examination and conduces to the development in the student of qualities more valuable than can be evidenced merely by an examination. This fact is now being clearly recognized by the Government in the examinations which it holds for a number of positions of a professional or technical character to which only those are admitted who possess the proper diplomas or who adduce evidence that they have had the advantage of courses of instruction.

If such diplomas are made a part or an alternative part of the method of evidencing qualifications, it may be pointed out that the Government has in its Commissioner of Education a means of determining what shall be the institutions of learning whose diplomas shall be recognized as qualifying a candidate for appointment. It might be easily provided that the diplomas of only those institutions should be recognized which have been certified as reputable by the Commissioner of Education.

In the case of certain heads of bureaus it may not be necessary or even advisable to require either diplomas or examinations. Such would probably be true of services not distinctly technical, scientific, or professional in character. In such cases reliance can be placed entirely on promotion from the lower ranks of the Government service.

If examinations are held, it may be pointed out that they may be directed, as are certain of the examinations now held, either to ascertaining the experience of the candidate, rather than his knowledge, or to determining by a canvass of the qualifications of the applicants, where the examination is an open one, who is presumably best fitted for the place.

Thus at the present time the examination for the position of superintendent, Lighthouse Service, gives a weight of 50 on the scale of 100 to the training and experience of the candidate and only equal weight to theoretical and practical questions in civil engineering, construction, materials, and surveying. All applicants for the examination must have had at least six years' satisfactory experience in

civil engineering and construction. Graduation from a reputable technical school of engineering is considered as equivalent to three of the six years required.

The main significance of examinations is that the appointing officer—the President—is relieved of the necessity of making the preliminary investigation of the qualifications of candidates, and, furthermore, of much, if not all, political pressure. If the ordinary methods of the Civil Service Commission are followed this investigation will be made by that body, which will report the three standing highest on the list, from which three the appointment will be made, in case the examination is competitive or that a particular person is qualified in case of a pass examination.

Finally, all heads and assistant heads of bureaus should have the ability which is often spoken of as executive or administrative, and which may be said to consist of the ability to judge men and by the exercise of both tact and firmness to direct the affairs of the office in such a way as to secure an economical and efficient administration. This qualification, which is perhaps as important as any of the others mentioned, can not be evidenced by any system of examinations which can be devised. Indeed, the presence of this qualification in a particular person can be surmised rather than proved, and the surmise which is made must be based upon the record made by the candidate, if he has made such a record, or, in case he has made no such record, upon the judgment of the appointing officer, who himself must rely in great part upon the statements of others. These facts make it necessary that the appointing officer should be left large discretion in making the appointment, and in many cases cause the ordinary open competitive examination, usually provided in the case of subordinate employees, to be inapplicable as a method of determining the qualifications of heads or assistant heads of bureaus.

5. Other Officers in the Departments at Washington.

There are a number of positions subordinate to the head of bureaus, appointment to which at present results from action by the President, by and with the advice and consent of the Senate. These positions are often technical in character, have little, if any, political significance, and should be placed in the competitive classified service. In other cases these positions are similar to positions occupied by the highest grade of clerks. In almost all cases, also, these positions are subordinate in character, and may not, therefore, be regarded as political offices. There is thus no reason why the Senate should exercise an influence over appointment to them, while there are a number of reasons why they should be placed in the competitive classified service. These are, first, that the necessity of confirmation by the Senate tends to obscure their really nonpolitical character, and to that extent diminishes administrative efficiency; and, second, that their exclusion from the classified service diminishes the incentive to good work on the part of persons in the lower ranks of that branch of the service to the extent that such persons are denied promotion to these positions in the regular course. Such positions should be placed in the competitive classified service. This would have as its result that they would be filled ordinarily through promotion of persons in the lower ranks of the service.

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6. Local Officers.

The positions in the executive civil service of the United States, appointment to which follows as a result of confirmation by the Senate, include, in addition to those of heads of bureaus and of other officers at Washington, those occupied by many of the officers of the United States at the head of the important local offices of the Government. It is, however, impossible to lay down any general rule as to the legal method of appointing this class of officers which is not liable to exceptions. This is due to the fact, to which attention has been directed, that the method of appointment, which must be followed in filling all offices of the United States, where Congress has not provided for some other of the methods of appointment mentioned in the Constitution, is appointment by the President, by and with the advice and consent of the Senate. In some cases, also, Congress has specifically provided that local officers shall be appointed in this manner. Such is the rule in the case of collectors of the customs, internal-revenue collectors, etc.

Sometimes, moreover, Congress has passed an act providing for some method of appointment other than by the President, by and with the advice and consent of the Senate, for a whole class of officers, as the fourth-class postmasters; sometimes its action has affected some specific officers. Thus section 2536 of the Revised Statutes provides that the President shall appoint two surveyors of the customs in the district of Champlain in the State of New York.

Sometimes the method of appointment provided is by the President alone, as in the case just mentioned. Sometimes it is the head of an executive department to whom the power is granted, as is frequently the method in the case of minor officers or employees in particular customs districts.

Sometimes, finally, the exception to the general rule that the appointment of the local officers of the United States is to be made by the President, by and with the advice and consent of the Senate, results from the adoption by Congress of the idea of lump-sum appropriations. This is often true of the administrative services which have been most recently established. A lump-sum appropriation is granted for the purpose of enabling an officer, usually the head of a department, to perform some general duty imposed upon him by law and the Government practice is to regard it as authorizing the officer intrusted with the expenditure of the money appropriated to employ the persons necessary to enable him to perform the duty imposed.

The lump-sum appropriation has been adopted very generally in the field services of the Department of Agriculture, and is to be found as well in some particular field service in other departments, as the Reclamation Service or the Geological Survey, in the Interior Department. Indeed, it may, perhaps, be said that Congress has, as the result of the adoption of the lump-sum appropriation, abandoned the method of appointment by the President, by and with the advice and consent of the Senate, and has adopted, in the case of the field services most recently established, the method of appointment by the head of the department to which the field service belongs. It is true that the services, in regard to which the method of appointment by the President, by and with the advice and consent of the Senate, has been

abandoned are, for the most part, services in which considerable technical, scientific, or professional knowledge is required, but it is also true that in some of the services which have been established for a long time and in which technical knowledge is really required, the method of appointment by the President, by and with the advice and consent of the Senate, originally and in accordance with the ideas of the time provided, has since been retained for no other reason than inertia and a disinclination to make a change. A good example of such a service is the Steamboat-Inspection Service. This service is recognized by Congress as having a technical character, since the law provides for technical qualifications for the supervising inspectors who are, however, to be appointed by the President and the Senate.

It may not thus be said that in the technical services, regardless of the date of their establishment, the tendency of Congress is to provide for some method of appointment other than by the President and the Senate; and indeed it is doubtful if it may be said that technical knowledge is really less necessary in some of the older services where appointment by the President and the Senate still prevails than in the newer services where that method of appointment has been abandoned. Thus in the customs service and the Internal-Revenue Service, where officers in many cases of comparatively low grade are still appointed by the President and the Senate, it is extremely desirable, from the point of view of economical and efficient administration, that the officers in charge shall have a sufficient knowledge of the customs and internal-revenue laws and of the administrative methods of the Government. Such knowledge can hardly be expected from persons who are appointed, as is usually the case with Senate appointments, for political reasons, without having given any tangible evidence by previous service, or examination of any sort, of the possession of the requisite qualifications for the office.

In the case of these local officers of the Government it is only in exceptional cases that it can with propriety be urged that they occupy a position which has any political significance in the sense that they can by their actions permanently embarrass the administration in the execution of its policies. The field services of the Government have become so centralized, by reason of the method of appointment, the absolutely unlimited disciplinary powers possessed by the heads of the services at Washington and by the President, the issue of departmental and service regulations from Washington, and the power of appeal from the decisions of local officers to the heads of the services at Washington, which is so generally recognized, that a comparatively small field is left open to the discretion of the local administrative officers of the Government.

The Postmaster General in his report for 1910 (p. 13) says:

> Although recent reforms have greatly increased the efficiency of the postal service, it is apparent that the highest degree of effectiveness in the conduct of this tremendous business establishment can not be attained while the thousands of postmasters, on whose faithfulness so much depends, continue to be political appointees. The entire postal service should be taken out of politics. The recent order of the President, classifying, on the recommendations of the department, all assistant postmasters was an important step in the right direction. As a still more important reform, presidential postmasters of all grades, from the first class to the third, should be placed in the classified service. This action, which is earnestly recommended, would unquestionably result in a still better standard of service. The policy the department has followed for several years of reappointing presidential postmasters with

exceptionally good records has shown in a striking way the advantage of having our post offices managed by experienced officers. The old practice of making frequent changes for political purposes has a most demoralizing effect and resulted in unwarranted expenditure due to poor management. If their positions were included in the classified service postmasters could be continued in charge of their offices so long as they performed their duties satisfactorily, and whenever vacancies occurred they could be filled by the promotion of subordinate officers, thus insuring a constant management by men trained in the postal business. Incidentally, the inclusion of postmasterships as a part of the classified postal system would furnish a new incentive for good work on the part of subordinate officers and employees ambitious to reach ultimately the rank of postmaster.

The President lays stress on the same idea in his message of 1910. He says:

I entertain the profound conviction that it would greatly aid the cause of efficient and economical government and of better policies if Congress could enact a bill providing that the Executive shall have the power to include in the classified service all local offices under the Treasury Department, the Department of Justice, the Post Office Department, the Interior Department, and the Department of Commerce and Labor, appointments to which now require the confirmation of the Senate, and that upon such classification the advice and consent of the Senate cease to be required in such appointments. By their certainty of tenure dependent upon good service and by their freedom from the necessity of political activity these local officers would be induced to become more efficient public servants. (President's Message, Dec., 1910, p. 77.)

If such officers are by law to be appointed by the President alone, the commission is of the opinion that they should be placed in the competitive classified service, and regulations similar to those which have been recommended for heads and assistant heads of bureaus should prescribe the qualifications which persons desirous of appointment should possess.

7. Fixed Terms.

Finally, it is to be noted that a fixed term of four or five years is given by certain acts of Congress to many of the local officers of the Government who are appointed by the President by and with the advice and consent of the Senate. Such laws militate greatly against the highest degree of administrative efficiency, for they necessarily bring up at the expiration of a term of office the question of reappointment, and when combined, as they usually are, with confirmation by the Senate they necessarily make it more difficult than it otherwise would be to retain efficient men in the service, since they interject politics into questions of appointment, and in no way add to the disciplinary power of removal which is in any case complete.

The Civil Service Commission says in its report for 1910:

Appointments of all the higher officers in the national civil service outside of Washington, such as postmasters of the first, second, and third classes, collectors of revenue, appraisers, and marshals, are subject to confirmation by the Senate; their appointments are to a greater or less extent determined by political services. They often control party nominations and the choice of delegates to nominating conventions, or they themselves so serve. As has been well said, there is to-day no such profession as that of trained postmaster, collector, surveyor, or appraiser.

During the first 40 years after the organization of our Government administrative practice with regard to the civil service seemed to conform to the intention of the founders. The Constitution fixed the term of no officer in the executive branch of the Government except those of the President and the Vice President. * * * It was the established usage during these first 40 years to permit executive officers, except members of the Cabinet, to hold office during good behavior, and this practice

was changed by the four-year tenure act of 1820. * * * Shortly after the four-year tenure act had been passed, Jefferson said of it:

"The late mischievous law, vacating every four years nearly all the executive offices of the Government, saps the Constitution and salutary functions of the President and introduces a principle of intrigue and corruption which will soon leaven the mass not only of Senators, but of citizens." * * * The civil-service act was intended to cure in part the evils traceable to the spoils system which grew out of the four-year tenure of office act. Our administrative system now presents the anomaly of filling certain inferior positions by test of merit and changing every four years the higher positions, certain of which the President urges that he be given power to classify, such as those of collectors of customs, collectors of internal revenue, and postmasters, in which proven capacity and most thorough training are required in the interest of good administration.

These four-year term laws were passed about 1820. Since the passage of these statutes it has, however, seldom been the case that Congress has provided a fixed term of any length for officers in the field services or, indeed, for any of the officers of the Government. It is to be regretted that although Congress would seem to have become convinced of the undesirability of four-year terms, as is evidenced by its general abandonment of the four-year term for the offices most recently established, it permits the four-year term to remain for those offices for which it was provided by the legislation of the first quarter of the last century.

So long as the four-year term and appointment by the President by and with the advice and consent of the Senate are retained in combination for these classes of officers it is almost useless to hope that the most important positions in these local services of the Government will ever become permanent in character or that they will be filled by really qualified persons. Under present legal conditions they will always remain political in character, their incumbents will be frequently changed, and great loss both in economy and efficiency in administration will result to the Government. It is because of the general refusal of Congress to fix the term of the heads of bureaus at Washington that a long step has been taken in building up a permanent force in charge of the routine work of the departments.

The repeal of these four-year term of office acts, in so far as it would make possible greater permanency in tenure and greater length of term of actual incumbency of office would, in all probability, improve the quality of the service by keeping in office persons better qualified as a result of practical experience to discharge their duties than is at present the case.

Respectfully submitted.

F. A. Cleveland,
Chairman.
W. F. Willoughby.
W. W. Warwick.
Frank J. Goodnow.
Harvey S. Chase.
M. O. Chance,
Secretary.

EXHIBIT 1.

CONSULAR SERVICE—REGULATIONS GOVERNING APPOINTMENTS AND PROMOTIONS.

Whereas the Congress, by section 1753 of the Revised Statutes of the United States, has provided as follows:

> The President is authorized to prescribe such regulations for the admission of persons into the civil service of the United States as may best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of service into which he seeks to enter; and for this purpose he may employ suitable persons to conduct such inquiries, and may prescribe their duties, and establish regulations for the conduct of persons who may receive appointments in the civil service.

And whereas the Congress has classified and graded the consuls general and consuls of the United States by the act entitled "An act to provide for the reorganization of the Consular Service of the United States," approved April 5, 1906, and has thereby made it practicable to extend to that branch of the civil service the aforesaid provisions of the Revised Statutes and the principles embodied in the civil-service act of January 16, 1883:

Now, therefore, in the exercise of the powers conferred upon him by the Constitution and laws of the United States, the President makes the following regulations to govern the selection of consuls general and consuls in the civil service of the United States, subject always to the advice and consent of the Senate:

1. Vacancies in the office of consul general and in the office of consuls above class 8 shall be filled by promotion from the lower grades of the Consular Service, based upon ability and efficiency as shown in the service.

2. Vacancies in the office of consul of class 8 and of consul of class 9 shall be filled:

(*a*) By promotion on the basis of ability and efficiency as shown in the service of consular clerks and of vice consuls, deputy consuls, and consular agents who shall have been appointed to such offices upon examination.

(*b*) By new appointments of candidates who have passed a satisfactory examination for appointment as consul as hereafter provided.

3. Persons in the service of the Department of State with salaries of $2,000 or upward shall be eligible for promotion, on the basis of ability and efficiency as shown in the service, to any grade of the Consular Service above class 8 of consuls.

4. The Secretary of State, or such officer of the Department of State as the President shall designate, the Chief of the Consular Bureau, and the chief examiner of the Civil Service Commission, or some person whom said commission shall designate, shall constitute a board of examiners for admission to the Consular Service.

5. It shall be the duty of the board of examiners to formulate rules for and hold examinations of applicants for admission to the Consular Service.

6. The scope and method of the examinations shall be determined by the board of examiners, but among the subjects shall be included

at least one modern language other than English; the natural, industrial, and commercial resources and the commerce of the United States, especially with reference to the possibilities of increasing and extending the trade of the United States with foreign countries; political economy; elements of international, commercial, and maritime law.

7. Examination papers shall be rated on a scale of 100, and no person rated at less than 80 shall be eligible for certification.

8. No one shall be examined who is under 21 or over 50 years of age, or who is not a citizen of the United States, or who is not of good character and habits and physically and mentally qualified for the proper performance of consular work, or who has not been specially designated by the President for appointment to the Consular Service, subject to examination.

9. Whenever a vacancy shall occur in the eighth or ninth class of consuls which the President may deem it expedient to fill, the Secretary of State shall inform the board of examiners, who shall certify to him the list of those persons eligible for appointment, accompanying the certificate with a detailed report showing the qualifications, as revealed by examination, of the persons so certified. If it be desired to fill a vacancy in a consulate in a country in which the United States exercises extraterritorial jurisdiction, the Secretary of State shall so inform the board of examiners, who shall include in the list of names certified by it only such persons as have passed an examination provided for in this order, and who also have passed an examination in the fundamental principles of the common law, the rules of evidence, and the trial of civil and criminal cases. The list of names which the board of examiners shall certify shall be sent to the President for his information.

10. No promotion shall be made except for efficiency, as shown by the work that the officer has accomplished, the ability, promptness, and diligence displayed by him in the performance of his official duties, his conduct, and his fitness for the Consular Service.

11. It shall be the duty of the board of examiners to formulate rules for and hold examinations of persons designated for appointment as consular clerk, and of such persons designated for appointment as vice consul, deputy consul, and consular agent, as shall desire to become eligible for promotion. The scope and method of such examination shall be determined by the board of examiners, but it shall include the same subjects hereinbefore prescribed for the examination of consuls. Any vice consul, deputy consul, or consular agent now in the service, upon passing such an examination, shall become eligible for promotion as if appointed upon such examination.

12. In designations for appointment subject to examination and in appointments after examination, due regard will be had to the rule that as between candidates of equal merit appointments should be so made as to secure proportional representation of all the States and Territories in the Consular Service; and neither in the designation for examination or certification or appointment will the political affiliations of the candidate be considered.

THEODORE ROOSEVELT.

THE WHITE HOUSE, *June 27, 1906.*

EXHIBIT 2.

EXTRACT FROM REGULATIONS GOVERNING THE PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE.

ARTICLE II.—EXAMINATIONS, APPOINTMENTS, AND PROMOTIONS OF COMMISSIONED OFFICERS.

17. Medical officers of the Public Health and Marine-Hospital Service, required by law to be appointed by the President, by and with the advice and consent of the Senate, shall be known in these regulations as commissioned officers.

18. Graduates of medicine desirous of undergoing examination for the position of assistant surgeon in the Public Health and Marine-Hospital Service of the United States must make an application, addressed to the Surgeon General, in their own handwriting, requesting permission to appear before the board of examiners. Applicants for examination should state their age, date and place of birth, present legal residence, and whether they are citizens of the United States, and name of medical school and college of which they are graduates, and furnish testimonials from at least two persons as to their professional and moral character. Applicants of foreign birth must furnish proof of American citizenship.

19. Any applicant for appointment who shall submit false testimonials as to his character, or who shall give a false certificate of age, or make any false statement in his application, or to the board of examiners, shall be disqualified for appointment, or, if appointed before such false statement is discovered, shall be dismissed from the service.

20. No applicant will be eligible to appear before a board of examiners whose age is less than 22 or more than 30 years, and, as a preliminary to a recommendation by the Surgeon General for appointment as assistant surgeon, the applicant must have been graduated in medicine at some respectable medical college, and must have passed a satisfactory physical, academic, and professional examination before a board of commissioned officers. The applicant must submit his diploma or a certified copy thereof to the board.

21. Commissioned officers will not be appointed to any particular station, but to the general service. They will be subject to change of station as the exigencies of the service may require, and shall serve in any part of the United States or wherever assigned to duty.

22. A board of commissioned officers will be convened from time to time by the Surgeon General for the purpose of examining applicants for appointment. This board shall consist of three or more commissioned officers, of whom the senior shall be chairman and the junior recorder of the board.

23. The board of examiners will make a true report on the merit roll of the actual and relative standing of applicants and transmit the examination papers, with their recommendations in each case, to the Surgeon General. The Surgeon General will submit the report of the board to the Secretary of the Treasury for his approval, and furnish a copy of the merit roll for the files of the department. The maximum mark in any one branch of the examination shall be 100, and no applicant will be recommended for appointment who fails to receive

an average grade of 80 in the ratings on the topics named in paragraphs 26, 28, and 29.

24. All academic and professional examinations for appointment shall be conducted by said board of medical officers, and the order of examinations shall be—

1. Physical.
2. Academic.
3. Professional.
4. Clinical.
5. Personal (including general aptitude and moral fitness).

25. The physical examination will be made according to the rules elsewhere given. The examiners must pay special attention to conditions that may impair efficiency or cause early placing on "waiting orders," such as hereditary diseases, overstrain of nervous system, impaired vitality from excesses of any kind. Applicants should be required to give explicit statement of any severe illness or injury, and of the cause of death of near relatives, and certify that they believe themselves free from any ailment, mental and physical, or defect which would disqualify them for active service in any climate.

26. The board will examine the applicant orally as to his proficiency in general literature, language, history, and geography (of the United States in particular), and such branches of general science as they may in their discretion think pertinent.

27. The written examinations of applicants for appointment will begin with a short autobiography of applicant, in which he will concisely state: Whether married or single; the date and place of his birth; the school, institution, or college at which he received his general education; the several branches studied, including his knowledge of general literature and of the ancient and modern languages; the exact title of the medical school or schools at which he received instruction and the date of his graduation; the name and place of residence of his preceptor and the time when he commenced the study of medicine; also the titles of the textbooks studied on chemistry, anatomy, physiology, histology, materia medica, pharmacy, therapeutics, theory and practice of medicine, principles and practice of surgery, medical jurisprudence, toxicology, obstetrics, hygiene, biology, pathology, bacteriology, and physics; the opportunities he has had of engaging in the practice of medicine, surgery, and obstetrics or of receiving clinical instruction; and whether he has been a resident physician or interne in a civil or military hospital; and the number of cadavers or parts of cadavers he has dissected while at college or elsewhere. The candidate will append to this statement his name in full, post-office address, and his local address at the date of the examination.

28. The remainder of the written examination of applicants for appointment will consist of questions on (1) anatomy, (2) physiology, (3) chemistry, (4) materia medica and therapeutics, (5) practice of medicine, (6) practice of surgery, (7) obstetrics and diseases of women, (8) hygiene, (9) pathology and bacteriology, (10) reports on selected cases at a hospital. These cases will be selected by the examiners so as to give at least two (one medical and one surgical case) to each applicant.

29. This examination will further consist of such inquiries as may tend to develop the general aptitude of the person for the special

duties required of a commissioned officer in the service and to show his moral qualifications for the position of trust and responsibility which he will assume when appointed.

30. Whenever possible, applicants for appointment will be required to perform such surgical operations on the cadaver as may be directed by the examiners.

31. The passing of an examination will not be considered as giving assurance of appointment, as, in case there should be more successful candidates than vacancies, the Surgeon General will select for recommendation for appointment those of the highest attainments, as shown by their relative standing on the roll reported by the board of examiners.

32. No qualified applicant will be eligible for appointment more than one year. If not appointed within that time, he may be reexamined, unless he has passed the limit of age provided in paragraph 20, when, if successful, he will take position with class last examined.

33. An applicant for appointment failing at one examination may be allowed a second examination after one year if he has not passed the limit of age as provided in paragraph 20, but he shall not be allowed a third examination.

34. When an applicant for appointment is found to be deficient to a marked degree in his preliminary education, or has shown by his papers on the four branches—anatomy, physiology, chemistry, and materia medica—during the progress of his examination that he is deficient to such an extent that it would be impossible for him to reach the required general average in all branches, the board of examiners may, in its discretion, reject this applicant without further examination.

35. Before the applicant has demonstrated his inability to pass the examination the board, in its discretion, may accord the applicant privilege to withdraw, but in this event the applicant shall not be eligible for another examination for a period of one year.

EXAMINATION OF CANDIDATES FOR PROMOTION.

36. A board of commissioned officers will be convened from time to time by the Surgeon General for the purpose of examining candidates for promotion. This board shall consist of three commissioned officers superior in rank to the candidate for promotion, of whom the senior shall be chairman and the junior recorder of the board. The board will make a true report on the merit roll of the actual and relative standing of the candidates for promotion and transmit the examination papers with the recommendations to the Surgeon General, who will submit the report to the Secretary for his approval and furnish a copy of the merit roll for the files of the department.

37. Examinations for promotion will be made chiefly in writing, but may be supplemented, in the discretion of the examiners, by an oral examination on any subject connected with the official and professional duties of the officer. Candidates for promotion, of whatever rank, must show themselves proficient in all the regulations governing the service. The examiners will also examine carefully the record of the service of the officers as furnished from the bureau, and shall give due consideration thereto in making their recommenda-

tions. No officer will be recommended for promotion who shall be found physically disqualified.

38. Previous to the examination of an officer for promotion the Surgeon General will furnish to the board of officers examining said candidate a complete record of his service from the files of the bureau.

39. Board of examiners, in making recommendations and in deciding on the relative merit and fitness of several passed assistant or assistant surgeons examined for promotion at any time, will be governed by seniority, unless there are specific reasons for waiving it.

40. When an officer fails to pass the physical examination required for promotion, the board of examiners shall report in detail the physical condition of said candidate; and if it shall appear that his condition is the result of irregular or dissipated habits, the case shall be reported as requiring investigation by a board convened in accordance with paragraph 268. If it is the result of disease or disability contracted in the line of duty, he shall be recommended for "waiting orders" or special duty of a light character.

41. When an officer has been rejected on account of physical disability and is placed on waiting orders or special duty, and it shall subsequently appear by competent medical evidence that he has progressed to recovery, the Surgeon General may order him to present himself before a board of officers for reexamination, and if found to be physically qualified for promotion the examination provided for his grade shall be continued by said board, and if he passes same he shall be entitled to promotion to the first vacancy occurring in the next grade.

42. Assistant surgeons, at the expiration of five years' service, shall be entitled to an examination for promotion to the grade of passed assistant surgeon, as hereinafter specified, and they will be ordered to appear before a board of commissioned officers for this purpose. Failing to pass the first examination, they shall be allowed a second examination, but not until after the expiration of one year, and shall be ordered to appear for said examination as soon after the expiration of the year as practicable.

43. Assistant surgeons shall, 30 days prior to the expiration of their five years' service, make application for examination for promotion.

44. An assistant surgeon, in order to be recommended for promotion, must obtain an average mark of 80 per cent, and not less than 70, in any of the following branches: (1) Anatomy; (2) physiology; (3) chemistry; (4) materia medica and therapeutics; (5) practice of medicine; (6) practice of surgery; (7) obstetrics and diseases of women; (8) hygiene; (9) pathology and bacteriology. The examination will be in writing, and the candidate must satisfy the board that he has been diligent in keeping himself informed of the progress and improvements in the practice of his profession since his appointment into the service, and in addition to the above he must pass a physical examination.

45. When an assistant surgeon fails in one examination for promotion, he shall be allowed a second examination at the expiration of a year, but, again failing, he will not be allowed a third examination, and will be reported to the Secretary of the Treasury as not qualified for promotion.

46. An assistant surgeon reported as above (par. 45) shall be requested by the Secretary of the Treasury to tender his resignation.

47. A vacancy in the grade of surgeon will be filled by promotion from among the passed assistant surgeons, who shall be eligible to promotion to the grade of surgeon in the order of seniority, but such officer will not be promoted until he shall have passed a satisfactory professional examination in writing in the practice of medicine, surgery, hygiene, hospital and quarantine management, and regulations of the service, in addition to a physical examination. He shall be required to make an average marking of 80 per cent on the abovementioned subjects. A passed assistant surgeon who is eligible for promotion to the grade of surgeon shall be ordered to appear before a board of commissioned officers for that purpose. Failing to pass this first examination, he shall be allowed to take a second examination after the expiration of one year, and shall be ordered to appear for said examination as soon thereafter as practicable, and if successful shall be eligible for appointment to the next ensuing vacancy in the grade of surgeon.

48. When a passed assistant surgeon fails in his first examination for promotion to the grade of surgeon, the next ranking officer shall be ordered to examination, and if successful shall be promoted to the existing vacancy.

49. When a passed assistant surgeon fails in one examination for promotion he shall be allowed a second examination at the expiration of one year, but again failing, he will not be allowed a third examination, and will be reported to the Secretary of the Treasury as not qualified for promotion. When thus reported he shall be placed in the official register of the service as "not in the line of promotion."

50. When an officer reports himself or is reported unfit to perform his official duties by reason of disease, injury, or age, he shall be ordered by the Surgeon General, if in his opinion it is necessary, to appear before a board of commissioned officers, who shall thoroughly examine him, and if it shall appear that the disability is the result of irregular or dissipated habits, the case shall be reported as requiring investigation by a board convened in accordance with paragraph 268. If it be the result of disability in the line of duty, the board shall recommend him for "waiting orders" or for special duty of a light character.

51. A board convened for the physical examination of an officer of the service shall consist of two or more commissioned officers.

APPENDIX No. 2

CONSOLIDATION OF BUREAU OF LIGHTHOUSES, DEPARTMENT OF COMMERCE AND LABOR, AND LIFE-SAVING SERVICE, DEPARTMENT OF THE TREASURY

TABLE OF CONTENTS.

EXHIBITS.

CONSOLIDATION OF BUREAU OF LIGHTHOUSES, DEPARTMENT OF COMMERCE AND LABOR, AND LIFE-SAVING SERVICE, DEPARTMENT OF THE TREASURY.

DECEMBER 27, 1911.

The PRESIDENT:

The Commission on Economy and Efficiency has the honor to submit the following report in reference to the Lighthouse Service, of the Department of Commerce and Labor, and the Life-Saving Service, of the Department of the Treasury.

The commission recommends that legislation be obtained to authorize the transfer of the Life-Saving Service from the Department of the Treasury to the Department of Commerce and Labor and the placing of this service and the Lighthouse Service under one bureau.

The commission is of the opinion that if this transfer and the placing of the two services under the administration of a single bureau is effected it will result in a saving of at least $100,000 the first year and of a much larger sum in subsequent years, after the work of reorganization has been completely effected. The union of the two services under one bureau will not impair in any way the efficiency of either service.

INTRODUCTION.

In exhibits attached to this report the attempt is made to give a full statement of the essential facts regarding the history, organization, activities, laws, and regulations governing, and the appropriation for and expenditures of each of these services. In another exhibit are given copies of the majority and minority reports of a joint committee which, at the request of the commission, made an investigation of these two services and reported to the commission on October 24, 1911. This committee was composed of three members, one selected by the commission and one each by the Secretaries of the two departments—Treasury and Commerce and Labor—in which the two services under investigation are located. The representatives of the commission and of the Department of Commerce and Labor, by whom the majority report recommending that the two services be administered by a single bureau under the Department of Commerce and Labor was signed, were not connected in any way with the services under inquiry. The representative of the Department of the Treasury, by whom the minority report was signed, is the Assistant General Superintendent of the Life-Saving Service. Though the committee profited by the intimate knowledge that this representative had of the Life-Saving Service, his official connection with that service should be borne in mind in taking into consideration his dissent from the finding of the majority report.

GENERAL DESCRIPTION OF THE TWO SERVICES.

As the facts regarding each of the services under consideration are given in detail in the exhibits, it is only necessary to refer to certain of their more important features in this place.

LIFE-SAVING SERVICE.

HISTORY.

While the work of saving the lives of those endangered as the result of wrecks of vessels received some attention prior to 1871, and several appropriations were made, such as that of $5,000 in 1847 "for furnishing the lighthouses of the Atlantic coast with means of rendering assistance to shipwrecked mariners," it was not until the year 1871 that provision was made by law (secs. 4242 to 4249 of the Revised Statutes) for the erection and equipment of stations, the furnishing of apparatus for use at wrecks, the appointment of keepers and crews at stations, etc. The expenditure of the money appropriated was intrusted to the Treasury Department, but no provision was made for a distinct service. The necessity for such a service, however, soon became apparent. Congress, accordingly, by act of June 18, 1878, provided for the creation of a separate service in the Treasury Department, to be presided over by a general superintendent. This act constitutes the organic act of the Life-Saving Service, and, with but slight modifications, is in force to-day.

RELATION OF SERVICE TO REVENUE-CUTTER SERVICE.

The system thus established possesses the peculiar feature that, though constituting a distinct service, use is made to a large extent of officers of the Revenue-Cutter Service for the direction or performance of much of its work. This is in virtue of the following provisions of law:

The act of March 3, 1873, provided that—

All life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury and to be under his direction (R. S., 4249).

The law of June 18, 1878, establishing the Life-Saving Service on its present basis, provided that—

The Secretary of the Treasury may detail such officer or officers of the Revenue Marine Service as may be necessary to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the General Superintendent. (Act of June 18, 1878; chap. 265, 20 Stat. L., 164.)

Later, provision was made by the legislative, executive, and judicial appropriation act of February 26, 1889, that—

Hereafter nothing in section * * * shall be construed to prevent the Secretary of the Treasury from detailing not exceeding two officers of the Revenue-Marine Service for duty in the office of the Life-Saving Service. (Chap. 279, 25 Stat. L., 719.)

These three provisions of law are still in force, and under them officers of the Revenue-Cutter Service are performing the duties above enumerated for the Life-Saving Service. One captain and nine other officers of the Revenue-Cutter Service are filling the positions of inspector and assistant inspectors of life-saving stations, two

captains are filling the positions of superintendents of construction and repair of life-saving stations, and one captain is filling the position of superintendent of construction of lifeboats and apparatus. Though while on this detail they are engaged exclusively upon work for the Life-Saving Service, they are carried on the rolls of, and are paid their salaries from appropriations for, the Revenue-Cutter Service.

This rather anomalous condition of affairs is accounted for by the fact that the creation and development of the service were due largely to the efforts of one man, Sumner I. Kimball, who at the time of the establishment of the service was head of the Revenue-Cutter Service. When the Life-Saving Service was formally established, he became its head and has personally directed its affairs to the present time.

ORGANIZATION.

It will be seen from the outline of organization and description of the service given in the exhibit that for the administration of its affairs the service is organized in what may be called seven major subdivisions:

1. An office of general administration at Washington.
2. A service in the field to have charge of the construction and repair of life-saving stations, consisting of two offices, one at New York, N. Y., and the other at Portland, Oreg.
3. A service for the superintendence of the construction of lifeboats, apparatus, etc., at New York, N. Y.
4. A service for the superintendence of the construction and maintenance of telephone lines, with headquarters at Newark, N. J.
5. A storehouse and a service for the inspection of life-saving stations, at New York, N. Y.
6. A board for the investigation of life-saving appliances, that usually meets once a year at Boston, Mass.
7. A field service proper, consisting of 13 district offices, 270 life-saving stations, and 8 houses of refuge.

General administration.—The office of general administration embraces the general superintendent, assistant general superintendent, principal or chief clerk, and a personnel of 29 other officers and employees, the total of whose compensation according to the pay roll amounts to $48,120. Among the subdivisions of this office are:

1. A legal division in charge of a "title and contract clerk" with a compensation of $2,000 annually, assisted by a clerk with a compensation of $1,200 annually, in which contracts for the purchase and lease of sites for life-saving stations are prepared and other legal work done.
2. A division of construction and repair of life-saving stations in charge of a civil engineer with a compensation of $1,800 annually, assisted by a topographer and hydrographer with a compensation of $1,800 annually, and a draftsman with a compensation of $1,500 annually, in which is performed the work of surveying the sites for and preparing plans, specifications, and estimates for life-saving stations and other structures the creation of which has been decided upon.

Other sections have to do with bookkeeping and accounts, authorizations for expenditures, files and correspondence, and the compilation of statistics regarding marine disasters.

Construction and repair of life-saving stations.—The service in charge of the construction and repair of life-saving stations consists of two offices, as has been stated, one at New York, N. Y., and the other at Portland, Oreg. Each of these offices is in charge of a captain of the United States Revenue-Cutter Service, whose salary is paid from the appropriations for the Revenue-Cutter Service. The New York office has as personnel 12 assistant superintendents, at compensations varying from $1,500 to $2,000 annually, and a clerk with a compensation of $1,400 annually. The Portland office has two assistant superintendents, one with a compensation of $2,000 and the other with a compensation of $1,500 annually. The two offices together thus have a personnel of 17, the aggregate of whose annual salaries, according to the pay roll, exclusive of the salaries of the two officers of the Revenue-Cutter Service, is $27,800.

These two offices, working in conjunction with the division of construction and repair of life-saving stations in the central office at Washington, have charge of the work of constructing and repairing life-saving stations. Most of the assistant superintendents listed are engaged in the field in the personal supervision of structures in process of erection or repair.

Superintendence of construction of lifeboats, apparatus, etc.—The service for the construction of lifeboats, apparatus, etc., is located at New York, being housed in the customhouse for that city. It is presided over by a captain of the United States Revenue-Cutter Service, whose salary is paid from the appropriations for that service. He has an assistant, with a salary of $2,200; a clerk, with a salary of $1,200; and a repairman, with a salary of $1,200 per annum. The service thus has a personnel of four, the total of whose annual salaries, exclusive of the salary of the officer of the Revenue-Cutter Service, is $4,620. This service has charge of the construction and repair of power lifeboats and surfboats and certain other equipment. Power lifeboats are built under contract at Bayonne, N. J., and power surfboats under contract at Greenport, Long Island, the former under the direct supervision of the captain of the Revenue-Cutter Service and the latter under the direct supervision of the assistant superintendent.

Superintendence of construction and maintenance of telephone lines.—The Life-Saving Service maintains telephonic communication between many of its stations. These lines make it easy to concentrate the crews of two or more stations at any point where additional force is required. This service is under the supervision of a superintendent of telephone lines, with headquarters at Newark, N. J. He receives a compensation of $2,000 per annum and is assisted by nine linesmen, receiving a salary of $1,200 per annum. The aggregate of annual salaries for this service is $12,800.

Inspection and storehouse.—The operation of a general storehouse for the service and the conduct of the work of field inspection are intrusted to the same subdivision of the service. A 5-story and basement fireproof building, located at 379, 381, and 383 Washington Street, New York, N. Y., is leased by the Life-Saving Service as headquarters for this work at an annual rental of $8,000.[1] Pursuant to the provisions of the act of June 18, 1878, already cited, the duties of the head of this service, known as inspector of life-saving stations,

[1] The office of the superintendent of construction of life-saving stations is also located in this building.

are discharged by a captain of the United States Revenue-Cutter Service. He is assisted by nine other officers of this service who are known as, and perform the duties of, assistant inspectors. The salaries of all are paid from appropriations for the Revenue-Cutter Service.

A chief clerk, with a salary of $2,000 per annum, is in immediate charge of the storehouse. He is assisted by 10 other employees, performing the duties of clerks, laborers, handlers, and packers, watchmen, etc. The personnel of this division, including both the inspection and the storehouse branches, thus numbers 21, and the aggregate of their compensation, exclusive of the salaries of the officers of the Revenue-Cutter Service, is $13,440.

It should be noted that two other storehouses, one located at Grand Haven, Mich., and the other at San Francisco, are maintained. Each of these storehouses is in charge of a shipping clerk, the one stationed at Grand Haven receiving a salary of $1,500 and the one at San Francisco $1,200 per annum.

The inspector in charge makes no inspections personally, the field-inspection work being done by the nine assistant inspectors, who are permanently assigned to duty in particular districts, with their headquarters at the headquarters of the districts. Though the reports from the assistant inspectors pass through his office to that of the general superintendent at Washington, his direction and supervision of the field-inspection work is seemingly but nominal.

Board of life-saving appliances.—The organic act of 1878 provides that one of the functions of the general superintendent shall be to cause to be investigated all plans and inventions for the improvement of life-saving apparatus, for use at the stations, which may appear to be meritorious and available. Pursuant to this authority the Secretary of the Treasury, by departmental letter of January 3, 1882, constituted a board of life-saving appliances. This board is composed of seven persons designated and appointed by the Secretary of the Treasury from members of the Life-Saving Service and other branches of the Government on account of their qualifications for the duties they are to perform. It is the duty of this board to examine and, if necessary, to test such plans, devices, and inventions as the general superintendent may submit to it, and by their reports to aid and advise the general superintendent in the selection of devices and appliances to be used in the service. The board usually meets once a year at Boston, Mass., for this purpose.

Districts.—For the direct administration of the work in the field, the country is divided into 13 districts. The number and boundaries of these districts are fixed by law. In charge of each district is a district superintendent, who is appointed by the Secretary of the Treasury, after competitive examination, from among the keepers of the stations. Ten of the superintendents receive salaries of $2,200, two $2,000, and one $1,900 annually. All, with the exception of the superintendent of the eighth district, have a clerk with a salary of $900 per annum. The 13 district officers thus have a total personnel of 25 and an annual pay roll of $38,700.

These district superintendents are disbursing officers and paymasters for their respective districts, and as such give bonds. They are also ex officio inspectors of customs. They conduct the general business of their districts, make requisitions for station supplies, repairs, etc., and upon receipt of authority see that the supplies are

furnished. They are required to visit the stations at least once a quarter and to acquaint themselves with station conditions. On these occasions they pay off the crews and make other disbursements as authorized. As inspectors of customs they look after the interests of the Government in reference to dutiable property wrecked within their jurisdiction and see that the keepers perform their duties in reference thereto. This duty is merely incidental to their other work and is of relatively little importance.

Life-saving stations and houses of refuge.—The actual work of saving life and property is performed by the life-saving stations and houses of refuge. Of these there are 270 of the former and 8 of the latter. Each life-saving station is in charge of a "keeper," who has the assistance of a "No. 1 surfman" and from 5 to 7 "surfmen." Each house of refuge is in charge of a "keeper," who has no crew. In addition to this regular personnel there are one "engineer" and one "helper" at the City Point (Mass.) Station (a floating station), in the second district; a supply boat, with a "pilot," in the fourth district; a supply boat, with a "pilot" and an "engineer," in the sixth district; and a supply boat, with a "pilot," an "assistant pilot," and a "deck hand," in the seventh district.

The keepers are usually selected on the joint recommendation of the assistant inspector and the district superintendent for their special fitness for the position, as evidenced by their character, skill, and physique. Only surfmen are eligible for appointment. The surfmen are selected from registers of eligible men furnished by the Civil Service Commission. The keepers are required to reside constantly at their stations, are intrusted with the care and custody of the station property, for which they are accountable, and govern the station premises. They are captains of their crews and exercise absolute control over them. They are also ex officio inspectors of customs and are required to guard all wrecked property until turned over to the owner or otherwise properly disposed of.

The salary of a keeper is $1,000 per annum and that of a keeper of a house of refuge $600 per annum. The No. 1 surfmen receive $70 per month and the other surfmen $65 per month while actually employed. Each keeper and surfman receives commutation of rations at 30 cents per day. In the 270 stations and 8 houses of refuge there are employed 290 keepers, with an aggregate annual compensation of $276,800; 268 No. 1 surfmen, with an aggregate annual compensation of $225,120; 1,613 surfmen, with an aggregate annual compensation of $1,204,740; and 9 pilots, engineers, etc., with an annual compensation of $7,260—a total of $1,713,920.

In the entire service, including both the bureau proper at Washington and all offices and stations in the field, there are employed, including officers of the Revenue-Cutter Service, 2,351 persons, the total of whose compensation, not including that of the Revenue-Cutter officers, is $1,854,840.

LIGHTHOUSE SERVICE.

HISTORY.

The maintenance of lighthouses and other aids to navigation has been a work carried on since the origin of the Federal Government. The service covers the coasts of the United States on the Atlantic and Pacific Oceans, the Gulf of Mexico, and the Great Lakes, as well

as the Mississippi River and its tributaries. It also carries on its operations in Alaska, Porto Rico, Hawaii, and at the naval station in Cuba. Its activities do not extend to the Philippines, which have their own service.

Prior to the creation of the Department of Commerce and Labor, in 1903, the Lighthouse Service was under the Treasury Department. During the earlier years it was not organized as a distinct service, lighthouse matters being attended to at different times by various officials of the department. In 1852, as the result of an investigation by two naval officers of foreign practice regarding the administration of lighthouses, there was created a Lighthouse Board to have direction of the service. This board was composed of the Secretary of the Treasury (as president), two Army officers, two Navy officers, and two civilians of high scientific attainments, together with an officer of the Navy and an officer of Engineers of the Army as secretaries. Upon the creation of the Department of Commerce and Labor, in 1903, the service was transferred to it without change except that the Secretary of that department fell heir to the duties and powers of the Secretary of the Treasury in relation to the service.

Two characteristics of the board system thus created should be noted: First, the vesting of authority in a board instead of a single-headed bureau, as is the prevailing practice in providing for the administration of the services of the Government; and, second, the large use made of Army and Navy officers, both as members of the board and as directors or supervisors of work in the field. In respect to both of these features the system worked badly in practice. Congress accordingly, by act of June 17, 1910, provided for an entire reorganization of the service. The Lighthouse Board was abolished and in its place was created a Bureau of Lighthouses, with a Commissioner of Lighthouses at its head. Provision was made at the same time for the substitution of civilians in place of officers of the Army and Navy as inspectors of the 19 districts into which the country is divided for purposes of field supervision. In order that the transition might not be too abrupt, the law, however, provides that the President may continue for three years to detail Army and Navy officers to fill these positions. At the present time 15 of the 19 positions of district inspectors are filled by such officers.

ORGANIZATION.

As in the case of the Life-Saving Service, the primary division of organization for the operation of this service is that between the bureau proper at Washington and the field service or Lighthouse Establishment. Following are shown the major subdivisions of each of these branches.

I. Bureau proper at Washington.
  1. General administration.
  2. Engineering construction division.
  3. Marine engineering division.
  4. Hydrographic division.

II. Field service or Lighthouse Establishment.
  1. District offices.
  2. Supply depots.
  3. Lighthouse tenders and vessels.
  4. Light stations and other aids.
  5. Reservations.

General administration.—Under the heading of "General administration" are grouped the Commissioner of Lighthouses, the deputy commissioner, chief clerk, and the division of accounts, with their necessary clerical assistants; in other words, those officers and employees have to do with general direction and control, rather than with the performance of duties of a specific technical character. In the office of chief clerk and in the division of accounts are handled the financial matters of the service, such as making contracts, purchasing supplies, keeping of accounts, requisitioning for funds, etc.

Engineering construction division.—The engineering construction division is in charge of the chief consulting engineer, an officer provided for by the organic act, and has for its duties the preparation of plans and specifications for the construction of lighthouses and other structures on land. It is also charged with the inspection and testing of materials and the examination of all illuminating machinery and apparatus as supplied by the general lighthouse depot.

Marine engineering division.—The marine engineering division is in charge of the superintendent of naval construction, an officer provided for by the organic act, and has the management of affairs involving marine engineering and the construction and repair of the vessels of the service. This division is also charged with the examination and filing of inventories submitted by masters and engineers of vessels, and reports of periodical inspection of lighthouse tenders by district officers.

Hydrographic division.—The hydrographic division has charge of the examination of, and reporting upon, questions concerning the establishment, changes in, or discontinuance of, aids to navigation, so far as these affect primarily the requirements of navigation. As a general rule, recommendations for new aids, or changes in existing aids, originate with the district inspectors because of their knowledge of local requirements. Where they originate in the office, or are presented by maritime interests, they are forwarded to the district inspectors for report and recommendation before final action is taken. This division also has charge of the editing of matter relating to aids to navigation, the preparation of copy for publication in the Notices to Mariners, and the correction and revision of the lists of lights, buoys, and day marks in the several districts and their preparation for publication.

For the performance of the work of these divisions, constituting the bureau proper at Washington, the law (legislative, executive, and judicial appropriation act for 1912) makes provision for a personnel of 42 with a total annual compensation of $64,530.

Districts.—For the administration of the service in the field the organic act provides "that the Commissioner of Lighthouses, subject to the approval of the Secretary of Commerce and Labor, shall rearrange the ocean, gulf, and lake coasts and the rivers of the United States, Porto Rico, and the naval station in Cuba into not exceeding 19 lighthouse districts." In pursuance of this law the country has been divided into the maximum number of districts.

The law further provides that "a lighthouse inspector shall be assigned in charge of each district. The lighthouse inspectors shall each receive a salary of $2,400 per annum, except the inspector of the third district, whose salary shall be $3,600 per annum." They are

appointed by the Secretary of Commerce and Labor. As has been pointed out, a characteristic feature of the old system, when the Lighthouse Board was in charge, was the use of Army and Navy officers as inspectors in charge of these districts. In accordance with the provisions of the act of 1910 these positions will, in the future, be filled by civilians. For three years, however, Army and Navy officers may continue to serve. At the present time civilian inspectors have been appointed in but four districts.

These inspectors have immediate charge of all field work in their respective districts with the exception of construction and repair work. They are thus responsible—

for the proper management of light stations, fog-signal stations, light vessels, relief light vessels, lighthouse tenders, and depots; for keeping upon their stations all floating aids to navigation; for the maintenance, repair, and operation of all lighthouse craft permanently or temporarily in the district; for the construction of new aids or additions to aids; for the repair, cleanliness, and efficient condition of all aids to navigation and other property in the district; for keeping ready for service at the shortest notice all spare or relief moorings, buoys, appendages, and relief light vessels; for the distribution of supplies; for the efficiency of the personnel; for the disbursement, as may be authorized, of funds on account of the Lighthouse Service; and for such other duties as are involved in the proper conduct of the district.

The regulations for the Lighthouse Service direct that inspection shall be made of all light vessels, tenders, depots, light and fog-signal stations, beacon and post lights, and buoys four times each year, and unlighted beacons twice each year, if practicable, and, if impracticable, that a report of the facts shall be made to the commissioner, with reasons for failure to make the required inspections. This inspection can be made by the inspectors personally, but is usually performed by superintendents and assistant superintendents attached to their offices. These latter officers are appointed by the Secretary of Commerce and Labor on the joint recommendation of the district inspectors and the Commissioner of Lighthouses, subject to the civil-service rules. They are concerned with the supervision of the construction work carried on within the district. These offices are maintained in all but the river districts.

In addition to these officers, provision is also made for certain clerical and other assistants at the district headquarters. The following statement shows the total number of employees attached to the district headquarters and the cost of running such offices:

Number of employees	167
Salaries of inspectors and others in charge [1]	$9, 600. 00
Other salaries and wages	209, 203. 33
Rent	7, 174. 00
Other items	51, 671. 57
Total [1]	277, 648. 90

The above information is given for each district separately in Exhibit No. 4A, "History, organization, and activities of the Bureau of Lighthouses."

Depots.—For the storing and distribution of the apparatus and supplies used by the field stations proper the service maintains 30 depots. In Exhibit No. 4A is given a statement showing the number

[1] Salaries of the 15 Army and Navy officers acting as inspectors in charge are not included.

of employees and cost of maintaining and operating each of these depots. The figures for all 30 combined are:

Number of employees	220
Salaries of persons in charge	$26,580.00
Other salaries and wages	175,883.00
Rent	898.50
Other items	42,778.15
Total	246,139.65

Of these depots the one at Tompkinsville, N. Y., is known as the general lighthouse depot, since it is maintained on a much larger scale than the others and differs from them in that important manufacturing operations are carried on in connection with it. The total number of persons employed at it is 170, and the total cost of its operation is $183,433.14. It is located on Government property.

For the distribution of equipment and supplies, the location and repair of aids to navigation, and the transportation of inspectors and other officials the service maintains a fleet of 57 lighthouse tenders, the total cost of the operation of which in 1911 was $1,379,127.12.

Light stations and other aids to navigation.—The field stations proper, or the units performing the work for which the service is maintained, consist of:

1. Light stations proper, or lighthouses requiring the services of a keeper, or a keeper and assistants.
2. Light vessels, which fulfill much the same purpose as lighthouses. Though moored while serving as light stations, they are capable of locomotion under their own steam or sail power.
3. Relief lightships, which are used to take the place of light vessels when blown from their moorings or removed for repair or other purposes.
4. Attended lights. These differ from light stations proper in that they do not require a keeper in constant attendance.
5. Unattended lights.
6. Buoys, daymarks, and other aids to navigation.

The total number of persons employed by the service exceeds 5,000, and the total of appropriations for the service for 1912 was $5,935,360.

ADMINISTRATION OF THE TWO SERVICES BY ONE BUREAU.

In the foregoing the effort has been made to make as clear a statement as possible of the work done by these two services and the manner in which they are organized for its performance. Careful study of this statement and of the more detailed description of the organization and activities of these two services given in the exhibits can, in the opinion of the commission, lead to but one conclusion—that the two can be most efficiently and economically administered by a single bureau.

SIMILARITY OF THE TWO SERVICES.

Both are organized and maintained for the same general purpose—the protection of life and property endangered along the coasts and other navigable waters. Both have to maintain stations along the coast. Both have substantially the same business problems to meet

in locating, constructing, and maintaining these stations, in recruiting a personnel, in manufacturing or purchasing equipment, in purchasing, housing in depots, and distributing supplies, in maintaining a field-inspection service, in maintaining telephonic and other means of communication, in disbursing funds, in keeping proper books of account, and in rendering reports showing financial and other transactions.

It is true that the stations maintained by the two services are not identical in character and that the precise duties performed at them are not the same. These facts, however, in no way detract from the feasibility or desirability of having the two services administered by the same bureau. In this connection it is of importance to notice, and to emphasize, that the recommendation of the commission that the two services should be administered by a single bureau in no sense involves the consolidation of the field stations proper. On the contrary, the commission believes that the field stations of the two services should continue in great part to be maintained as now existing.

At the present time the Bureau of Lighthouses is maintaining without difficulty different classes of field stations, the most important of which are: (1) Lighthouses, (2) lightships, and (3) buoys and other aids to navigation. The adoption of the recommendation of the commission would mean simply the addition to this list of a fourth class of (4) life-saving stations.

While the commission thus does not have in contemplation the consolidation of field stations proper, and, consequently, does not base its estimate of economies to be realized through action upon its recommendation upon any saving that will result in the operation of the field stations proper, it nevertheless believes that, in practice, possibilities for effecting economies in this branch of the work will arise at many points as soon as these various stations are brought under the same administrative direction. In another part of this report attention is directed to the fact that many of the life-saving stations are located within a fraction of a mile, or a mile, of two lighthouses. It is well within the bounds of possibility that, in a number of cases, it will be found advantageous, not only for the life-saving station to be located on the same reservation as the lighthouse to which it is contiguous, but, to a certain extent, to diminish the number of employees required to operate the two establishments by having the same person perform duties in respect to both. The possibility of doing this is especially great since the conditions of service at both lighthouses and life-saving stations are such that the personnel, to a considerable extent, are not actively employed all the time. Their presence is essential in order that their services may be available when need for them arises, rather than on account of the volume of work to be done from day to day. It thus may be found quite feasible for the keeper or one of the crew of a life-saving station to discharge the duties of assistant lighthouse keeper at the light contiguous to the life-saving station.

As stated, the commission, though believing that economies may be realized in this way, does not base its recommendations for the placing of the two services under a common direction upon this ground. The recommendation of the commission is based upon the two facts that the problems of administering the two services are

identical in character and that the field stations proper to be administered are located so close to each other that a great economy can be realized by having their affairs directed by the same administrative service. In the following pages the attempt is made, by an analysis of existing conditions, to show, in as specific manner as circumstances will permit, how these field services can be more efficiently and economically administered by a single bureau in one department than by two bureaus in separate departments. In doing this each of the branches of administration that are required in order that the field stations proper shall properly perform their duties will be considered separately. These different branches are:

1. General administration.
2. Construction and repair work.
3. Provision of equipment.
4. Maintenance of depots.
5. Distribution of supplies.
6. Field administration and inspection.

GENERAL ADMINISTRATION.

In the description of the two services given in the exhibits, the number, titles, and compensation of all persons attached to the bureaus proper of the two services at Washington are given. This statement shows the following total number of persons employed and aggregate of annual salaries carried by the pay rolls:

	Number.	Salaries.
Bureau of Lighthouses	42	$64,530
Life-Saving Service	32	48,120
Total	74	112,650

It is manifestly impossible to state precisely the reduction in number and compensation of employees that can be effected by a consolidation of the two offices. There can be no question, however, that it will be considerable. At the present time each service has three principal officers engaged in general supervision and control. They are:

Bureau of Lighthouses:	
Commissioner of Lighthouses	$5,000
Deputy commissioner	4,000
Chief clerk	2,400
	11,400
Life-Saving Service:	
General Superintendent	4,500
Assistant general superintendent	2,500
Principal clerk	2,000
	9,000

If the two offices at Washington are consolidated, but one set of superior officials will be required. This will mean the elimination of one bureau head and one chief clerk and probably also of one assistant bureau head. If all three are eliminated the saving will be at least

$9,000. Granting, however, that it may be necessary to provide for a second assistant to handle the additional work, his salary will be more than offset by the saving that will result in the clerical help, rent and quarters, and other expenses pertaining to the offices proper of these officials.

The net saving to be obtained in respect to the offices of these superior officers can thus be estimated at $9,000 annually.

Disregarding clerical and messenger service, in the two subdivisions handling technical matters in the Washington offices, provision is made for the following personnel to perform duties in respect to construction and engineering work:

Bureau of Lighthouses:	
Chief constructing engineer	$4,000
Superintendent of naval construction	3,000
Assistant engineer	3,000
Assistant engineer	2,400
Assistant engineer	2,250
Draftsman	1,800
Draftsman	1,560
Draftsman	1,440
Draftsman	1,200
	20,650
Life-Saving Service:	
Civil engineer in charge	1,800
Topographer and hydrographer	1,800
Draftsman	1,500
	5,100

The commission is of the opinion that an economy of at least $5,000 will result from the consolidation of the divisions for performing this work. It is quite likely that the services of the three employees shown under the Life-Saving Service can be dispensed with. It should be borne in mind that the technical questions involved in preparing plans and specifications for life-saving stations are comparatively simple. Not only are the structures required to house the men and apparatus at life-saving stations of a simple character, but all conform to, or can be made to conform to, much the same model. Granting, however, that one or more of these employees will have to be retained, the saving to be effected in respect to clerical and other employees will more than offset their salaries. Thus, for example, it is quite likely that the services of the "title and contract clerk," $2,000, and clerk, $1,200, assisting him, will not be required, since the duties of these two employees pertain chiefly to matters having to do with the acquisition of sites and the making of contracts for the erection of stations.

In respect to other features of work performed in the Washington offices, such as general correspondence, maintenance of files, keeping of records, appointments, and the like, only the general statement can be made that some saving, which may be estimated at 10 per cent, will undoubtedly result. This will mean a further economy of $6,000.

On this basis the total saving indicated amounts to $20,000.

The commission, of course, recognizes that this estimate is approximate. It may be that, when the actual work of consolidating the two offices is entered upon, it will be found that need will exist for

identical in character and that the field stations proper to be administered are located so close to each other that a great economy can be realized by having their affairs directed by the same administrative service. In the following pages the attempt is made, by an analysis of existing conditions, to show, in as specific manner as circumstances will permit, how these field services can be more efficiently and economically administered by a single bureau in one department than by two bureaus in separate departments. In doing this each of the branches of administration that are required in order that the field stations proper shall properly perform their duties will be considered separately. These different branches are:

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Life-Saving Service:	
General Superintendent	4,500
Assistant general superintendent	2,500
Principal clerk	2,000
	9,000

If the two offices at Washington are consolidated, but one set of superior officials will be required. This will mean the elimination of one bureau head and one chief clerk and probably also of one assistant bureau head. If all three are eliminated the saving will be at least

$9,000. Granting, however, that it may be necessary to provide for a second assistant to handle the additional work, his salary will be more than offset by the saving that will result in the clerical help, rent and quarters, and other expenses pertaining to the offices proper of these officials.

The net saving to be obtained in respect to the offices of these superior officers can thus be estimated at $9,000 annually.

Disregarding clerical and messenger service, in the two subdivisions handling technical matters in the Washington offices, provision is made for the following personnel to perform duties in respect to construction and engineering work:

Bureau of Lighthouses:	
Chief constructing engineer	$4,000
Superintendent of naval construction	3,000
Assistant engineer	3,000
Assistant engineer	2,400
Assistant engineer	2,250
Draftsman	1,800
Draftsman	1,560
Draftsman	1,440
Draftsman	1,200
	20,650
Life-Saving Service:	
Civil engineer in charge	1,800
Topographer and hydrographer	1,800
Draftsman	1,500
	5,100

The commission is of the opinion that an economy of at least $5,000 will result from the consolidation of the divisions for performing this work. It is quite likely that the services of the three employees shown under the Life-Saving Service can be dispensed with. It should be borne in mind that the technical questions involved in preparing plans and specifications for life-saving stations are comparatively simple. Not only are the structures required to house the men and apparatus at life-saving stations of a simple character, but all conform to, or can be made to conform to, much the same model. Granting, however, that one or more of these employees will have to be retained, the saving to be effected in respect to clerical and other employees will more than offset their salaries. Thus, for example, it is quite likely that the services of the "title and contract clerk," $2,000, and clerk, $1,200, assisting him, will not be required, since the duties of these two employees pertain chiefly to matters having to do with the acquisition of sites and the making of contracts for the erection of stations.

In respect to other features of work performed in the Washington offices, such as general correspondence, maintenance of files, keeping of records, appointments, and the like, only the general statement can be made that some saving, which may be estimated at 10 per cent, will undoubtedly result. This will mean a further economy of $6,000.

On this basis the total saving indicated amounts to $20,000.

The commission, of course, recognizes that this estimate is approximate. It may be that, when the actual work of consolidating the two offices is entered upon, it will be found that need will exist for

identical in character and that the field stations proper to be administered are located so close to each other that a great economy can be realized by having their affairs directed by the same administrative service. In the following pages the attempt is made, by an analysis of existing conditions, to show, in as specific manner as circumstances will permit, how these field services can be more efficiently and economically administered by a single bureau in one department than by two bureaus in separate departments. In doing this each of the branches of administration that are required in order that the field stations proper shall properly perform their duties will be considered separately. These different branches are:

1. General administration.
2. Construction and repair work.
3. Provision of equipment.
4. Maintenance of depots.
5. Distribution of supplies.
6. Field administration and inspection.

General Administration.

In the description of the two services given in the exhibits, the number, titles, and compensation of all persons attached to the bureaus proper of the two services at Washington are given. This statement shows the following total number of persons employed and aggregate of annual salaries carried by the pay rolls:

	Number.	Salaries.
Bureau of Lighthouses	42	$64,530
Life-Saving Service	32	48,120
Total	74	112,650

It is manifestly impossible to state precisely the reduction in number and compensation of employees that can be effected by a consolidation of the two offices. There can be no question, however, that it will be considerable. At the present time each service has three principal officers engaged in general supervision and control. They are:

Bureau of Lighthouses:	
Commissioner of Lighthouses	$5,000
Deputy commissioner	4,000
Chief clerk	2,400
	11,400
Life-Saving Service:	
General Superintendent	4,500
Assistant general superintendent	2,500
Principal clerk	2,000
	9,000

If the two offices at Washington are consolidated, but one set of superior officials will be required. This will mean the elimination of one bureau head and one chief clerk and probably also of one assistant bureau head. If all three are eliminated the saving will be at least

$9,000. Granting, however, that it may be necessary to provide for a second assistant to handle the additional work, his salary will be more than offset by the saving that will result in the clerical help, rent and quarters, and other expenses pertaining to the offices proper of these officials.

The net saving to be obtained in respect to the offices of these superior officers can thus be estimated at $9,000 annually.

Disregarding clerical and messenger service, in the two subdivisions handling technical matters in the Washington offices, provision is made for the following personnel to perform duties in respect to construction and engineering work:

Bureau of Lighthouses:	
Chief constructing engineer	$4,000
Superintendent of naval construction	3,000
Assistant engineer	3,000
Assistant engineer	2,400
Assistant engineer	2,250
Draftsman	1,800
Draftsman	1,560
Draftsman	1,440
Draftsman	1,200
	20,650
Life-Saving Service:	
Civil engineer in charge	1,800
Topographer and hydrographer	1,800
Draftsman	1,500
	5,100

The commission is of the opinion that an economy of at least $5,000 will result from the consolidation of the divisions for performing this work. It is quite likely that the services of the three employees shown under the Life-Saving Service can be dispensed with. It should be borne in mind that the technical questions involved in preparing plans and specifications for life-saving stations are comparatively simple. Not only are the structures required to house the men and apparatus at life-saving stations of a simple character, but all conform to, or can be made to conform to, much the same model. Granting, however, that one or more of these employees will have to be retained, the saving to be effected in respect to clerical and other employees will more than offset their salaries. Thus, for example, it is quite likely that the services of the "title and contract clerk," $2,000, and clerk, $1,200, assisting him, will not be required, since the duties of these two employees pertain chiefly to matters having to do with the acquisition of sites and the making of contracts for the erection of stations.

In respect to other features of work performed in the Washington offices, such as general correspondence, maintenance of files, keeping of records, appointments, and the like, only the general statement can be made that some saving, which may be estimated at 10 per cent, will undoubtedly result. This will mean a further economy of $6,000.

On this basis the total saving indicated amounts to $20,000.

The commission, of course, recognizes that this estimate is approximate. It may be that, when the actual work of consolidating the two offices is entered upon, it will be found that need will exist for

certain of the officials whose services it is here suggested can be dispensed with. On the other hand, it will undoubtedly be found that the services of other employees not here indicated for elimination will not be required. It should furthermore be noted that the commission has considered here the single item of salaries. Substantial economies will result in the lessening of the amount of space required to house the consolidated offices, in the use of light, fuel, and supplies, in messenger and janitor service, and all other items of expense that are involved in operating an office.

Before leaving this subject of general administration one other point should receive consideration. In preparing this report the commission had in mind only an examination into the organization and activities of the two services for the purposes of determining whether or not, in its opinion, increased economy and efficiency could be secured by having the two services administered by a single bureau. It did not intend to make an examination of the manner in which the two services are organized and were conducting their work for the purpose of determining whether such organization and methods, as followed by the services individually, were or were not efficient. Notwithstanding this, the commission believes that attention should be called in this place to the apparently unnecessarily elaborate and expensive office that is being maintained by the Life-Saving Service at Washington. From an administrative standpoint, the direction of the affairs of this service is an exceedingly simple problem. The field service proper to be administered consists of 270 stations, all of which, with very slight modifications, are identical in character, and 8 houses of refuge that consist merely of a building with one man in charge. The structures occupied are of simple construction. Use is made of much the same apparatus by all. The problem of recruiting a personnel consisting of a keeper and six or eight surfmen at each station is the same in all cases. In the same way all the other problems of administration, the custody and distribution of supplies, the handling of accounts, etc., are of a uniform and simple character.

In view of this simplicity and the uniformity in the field stations to be administered, it would seem that the problem of overhead supervision and of performing the necessary business operations, of selecting a personnel, of constructing and equipping the stations, of furnishing supplies, and of disbursing funds and otherwise handling financial transactions would be simple in the extreme and that, consequently, but a relatively small force would be required at headquarters to handle the work to be done there. Notwithstanding this, the commission found, as has been pointed out, that the Washington office included a total of 32 officers and employees, the total of whose compensation amounted to $48,120. In the opinion of the commission this represents a much more elaborate and expensive overhead organization than is required. The commission is satisfied that if a union of the two offices is had, in accordance with its recommendation, a great saving can be effected through the reduction of personnel now employed. This will tend to increase still further the saving of $20,000, which the commission has estimated and which was made on the basis that both of the offices to be combined are now efficiently conducted and are not overmanned.

In this connection it is of interest to note that a committee which, at the direction of the Secretary of the Treasury, made an investiga-

tion of the office of the general superintendent of the Life-Saving Service in 1911, reported that, in its opinion, a very considerable economy could be realized in that office by reorganizing it and eliminating work now being done which, in its opinion, was not of sufficient value to warrant its performance. In view of the foregoing the commission believes that its estimate of $20,000 as a saving to be effected in the offices at Washington through the placing of the two services under a common direction is a very conservative one. It is more than likely that the actual economy to be realized will exceed this amount.

CONSTRUCTION AND REPAIR WORK.

In our consideration of general administration, or the bureau proper at Washington, attention was called to the fact that in each of these central offices divisions were being maintained to handle matters having to do with the acquisition of sites and the preparation of plans, specifications, and other papers for the construction of buildings, and of repairs of such importance as to require the attention of the central office. The actual work of supervision of construction and repairs in the field in the Lighthouse Service is performed by superintendents and assistant superintendents, attached to the offices of the 19 districts into which the country is divided. Provision is made for these officers in all but the river districts.

In the Life-Saving Service fieldwork in respect to the construction and repair of buildings is performed through two offices of construction and repair, one located at New York, N. Y., and the other at Portland, Oreg. The following statement shows the organization and personnel of these two offices:

	Number.	Salary.
1. Atlantic and Lake coasts, headquarters, New York:		
1. Superintendent (captain, U. S. Revenue-Cutter Service)	1	....
2. Assistant to superintendents of construction (chief clerk)	1	$2,000
3. Clerk (class 2)	1	1,400
4. Assistants to superintendents of construction (at $2,000 each)	7	14,000
5. Assistants to superintendents of construction (at $1,800 each)	3	5,400
6. Assistants to superintendents of construction (at $1,500 each)	1	1,500
	....	24,300
2. Pacific coast, headquarters, Portland, Oreg.:		
1. Superintendent (captain, U. S. Revenue-Cutter Service)	1	....
2. Assistant to superintendents of construction	1	2,000
3. Assistant to superintendents of construction	1	1,500
	....	3,500
	....	24,300
Total	....	27,800

It will be seen from this statement that these two offices together have a personnel of 17, the aggregate of whose annual salaries, exclusive of the salaries of the two captains of the Revenue-Cutter Service, who are in charge of the offices, is $27,800. If the salaries of these two officers are included, the total salary list will be at least $35,000; and if expenses other than salaries, such as rent, supplies, light, fuel, etc., be included, the annual cost of maintaining these two offices can not be less than $40,000, and may considerably exceed that amount. We have already seen that the central office has engaged on construction work a title and contract clerk, $2,000; a civil engineer, $1,800; a topographer and hydrographer, $1,800; and a draftsman, $1,500; or a total, exclusive of clerical help concerned with authorizations, correspondence, and the like, of 4 persons, with aggregate annual salaries of $7,100. Including their general office expenses, it is probable that the Life-Saving Service is expending annually not less than $50,000, not on construction work proper, but simply on the preparation of plans for and the supervision of work of this character.

In the opinion of the commission practically this entire sum will be saved as the result of placing the two services under the same administration. All work connected with the supervision of the construction of life-saving stations can be performed by the superintendents and assistant superintendents attached to the district offices of the Lighthouse Service. It is possible that some slight additions may have to be made to the force of assistant superintendents in some of the districts. Making an allowance of $10,000 on this account, the net saving that would result from the two services being administered by a single bureau would be $40,000.

In considering this matter it should be noted that the construction and repair work of the Life-Saving Service is an exceedingly simple matter. All of the stations perform identical duties and the structures for all can be made to conform to practically the same model. This model, moreover, is not one presenting any difficult technical problems, such as are present in the case of lighthouses. The character of structure required is merely one that will give proper housing facilities for the life-saving apparatus and the small crew of eight or nine persons.

PROVISION OF EQUIPMENT.

The equipment required by the two services is of such a special character that much of it has to be either manufactured by the services themselves or specially contracted for. For the manufacture of much of its equipment the Lighthouse Service maintains a very complete manufacturing plant in connection with general depot at Tompkinsville, N. Y. The following statement shows the number of persons employed and the cost involved in operating this depot and manufacturing plant:

Number of employees	170
Salaries of persons in charge	$2,100.00
Other salaries and wages	158,403.00
Rent	
Other items	22,930.14
Total	183,433.14

The Life-Saving Service does not manufacture its equipment, but has it constructed under special contract. Power lifeboats are built under contract at Bayonne, N. J., and power surfboats under contract at Greenport, Long Island. To supervise this construction work and that of certain other apparatus, the service maintains at New York a special office known as "Superintendence of construction of lifeboats, apparatus, etc." This office is in charge of a retired captain of the Revenue-Cutter Service and is located in the customhouse in New York City. The organization and personnel of this office are shown in the following statement:

1	superintendent (captain, retired, Revenue-Cutter Service)	
1	assistant	$2,200
1	clerk	1,200
1	repairman	1,200
4	Total	4,620

If the compensation of the superintendent, which is paid from the appropriation for the support of the Revenue-Cutter Service, is included, the cost in salaries alone of maintaining this office is not less than $8,000 annually. If to this is added the rental value of the quarters occupied, and other office expenses, the total annual cost of maintaining this service can not be less than $10,000.

In the opinion of the commission, practically this entire sum can be saved by placing the two services under the same general administration. It will be noted that the office of superintendence of construction of lifeboats, apparatus, etc., itself does no construction work; its duties are exclusively those of supervising work done elsewhere. There would seem to be no reason why this work can not be taken over by the Tompkinsville depot and manufacturing plant of the Lighthouse Service. It is quite possible that it will be found feasible and advantageous to have the power boats constructed there, or, as suggested by the committee of the Treasury Department which made an investigation of the Life-Saving Service, at the navy yards of the Navy Department. Whatever is done in respect to this, the Tompkinsville office can certainly take charge of the supervision of the work. Even granting that in order to do this work some addition to the force of this office is required, the annual saving to be effected by having the work done here instead of maintaining a separate office for its performance should be at least $6,000.

Maintenance of Depots.

The purchasing, warehousing, and distribution of supplies to the hundreds of lighthouses and light vessels, to the 19 district offices, and other points at which supplies are used requires an elaborate organization on the part of the Lighthouse Service. For the warehousing of supplies and equipment the service maintains 30 depots. The operation of these depots requires the services of 220 persons and entails a total cost of $246,139.65 annually. In the detailed description of the service, given in Exhibit No. 4A, is given a statement showing the number of employees at and the cost of operating each station, the cost being shown in each case under the four heads, (1) salaries of persons in charge, (2) other salaries and wages, (3) rent, (4) other items.

For warehousing and distribution of supplies to life-saving stations the Life-Saving Service maintains at New York City a general storehouse, and at Grand Haven, Mich., and San Francisco, Cal., subsidiary storehouses. The warehouse in New York is located in a building (379, 381, and 383 Washington Street) specially rented for that purpose at an annual rental of $8,000. A small part of this building is used as quarters by the superintendent of construction of life-saving stations. The person in charge of this depot is also head of the service of inspection of life-saving stations. The organization and number and compensation of the personnel at this depot and at the two subsidiary depots are given in detail in Exhibit No. 3A, "History, organization, and activities of the Life-Saving Service." From this statement it will be seen that the number of employees concerned with the storehouse proper at New York is 12 and the aggregate of their annual compensation, not including that of the inspector in charge, who is a captain of the Revenue-Cutter Service, is $13,440. To determine the total cost of maintaining and operating this depot, there should be added to this amount, (1) the salary of the captain of the Revenue-Cutter Service, (2) the $8,000 rental paid for the building, and (3) all items of expense other than salaries.

The addition of these items would certainly bring the total annual cost of the depot to not less than $25,000. The cost of maintaining the two subsidiary depots is relatively small, each requiring the services of but one employee, known as shipping clerk. The shipping clerk at the Grand Haven depot receives an annual salary of $1,500 and the one at the San Francisco depot $1,200.

It is the opinion of the commission that if the two services are placed under the administration of a single bureau it will be entirely feasible for the large Tompkinsville depot of the Lighthouse Service to take over and discharge all the duties now being performed by the New York depot of the Life-Saving Service. In support of this opinion it should be noted that the supply problem of the Life-Saving Service is a relatively simple one. Although the Government pays for the subsistence of the keepers and crews of life-saving stations, this is done by a commutation of rations at the rate of 30 cents per man per day. Other supplies, as distinguished from equipment, which, under the proposed plan, will be furnished through the manufacturing branch of the main depot of the Lighthouse Service which, as stated, is likewise located at Tompkinsville, are few and simple in character. In the same way it will probably be feasible for the work now done by the Grand Haven and San Francisco depots to be taken over by the depots of the Lighthouse Service located in the same general neighborhood. The cost of maintaining these two depots, in view of the fact that $2,700 is paid for salaries alone, can not be less than $5,000. If this recommendation is carried out, the expense now sustained in operating the three depots of the Life-Saving Service, which, as has been shown, amounts to at least $30,000, will be eliminated. Ten thousand dollars is a liberal estimate of the additional cost that would be entailed on the part of the Tompkinsville depot to handle this work. The net saving that would result from the consolidation here suggested would thus be at least $20,000 annually.

Distribution of Supplies.

The maintenance of depots constitutes, however, but one of the items of expense connected with the handling of supplies. There remains the very important item of transportation of supplies from the depots to the stations where they are to be used.

For this and other purposes the Lighthouse Service had in commission, in 1910, 40 inspectors' tenders and 17 engineers' tenders, the total cost of whose maintenance and operation during the year was reported as $1,270,185.91. The total cost of maintenance and operation of these vessels is not chargeable to distribution of supplies and equipment, since the vessels are used by the inspectors in making their inspections, in planting buoys and other aids to navigation, and, generally, for all purposes for which they are adapted.

The Life-Saving Service, as a rule, delivers its supplies to stations by railroad, though use for this purpose is to a certain extent made of a few motor boats belonging to the service. The annual report of the service for 1910 mentions $10,013.54 as being expended during the year for "freight, packing, storage, telegraphing, etc." It is impossible to state how large a part of this sum is chargeable to the single item of freight. It is fair to assume, however, that at least $8,000 is due to this item. It is the opinion of the commission that the greater part of this expense will be saved if the two services are administered by a single bureau. As shown in Exhibit No. 2A, "Statement showing location of life-saving stations in relation to nearest lighthouse," practically all of the life-saving stations are in close proximity to a lighthouse. Supplies for the stations can thus be delivered at the same time and by the same agencies as are employed in delivering supplies to lighthouses. The net economy to be thus realized may be estimated at $4,000 annually.

Field Administration and Inspection.

In all cases where numerous stations are maintained in the field, provision is required for an inspection service. This can be made by providing for a corps of traveling inspectors attached to the central office, or by dividing the territory to be covered into districts, and placing in charge of each an official with the duty of exercising immediate direction, control, and supervision over the work done at the stations within his district.

The latter policy has been adopted by the Lighthouse Service. For purposes of direct administration of work in the field, the country has, in accordance with provision of law, been divided into 19 districts. The boundaries, headquarters, number of persons employed, and the expense of maintaining and operating each of these districts are given in Exhibit No. 4A, "History, organization, and activities of the Bureau of Lighthouses." As has been pointed out elsewhere, all but four of these districts are in charge of officers of the Army or Navy, detailed for that purpose. Under the terms of the act of 1910 reorganizing the Lighthouse Service, civilians must be substituted for these officers not later than July 1, 1913. The total personnel at the headquarters of these 19 districts numbers 167, and the total cost of maintaining and operating these offices in 1910 was $277,648.90. This, however, does not include the salaries of the 15 Army and Navy

officers now discharging the duties of inspector in charge. The inspectors in charge are assisted by officers known as superintendent and assistant superintendent, clerks, and certain other employees. The regulations prescribe that the inspectors, superintendents, or assistant superintendents shall visit and inspect all light vessels, tenders, depots, light stations, fog-signal stations, beacons, and post lights and buoys four times a year, and unlighted beacons twice each year, if practicable; and if impracticable, to make a report of the facts to the commissioner, with reasons for failure to make the required inspections. The further duty that the superintendents and assistant superintendents have of inspecting and supervising construction and repair work has already been mentioned.

For the performance of the work of field supervision the Life-Saving Service maintains two subservices or branches: (1) For general administration and inspection of the field stations, and (2) for inspection through officers of the Revenue-Cutter Service.

For purposes of general administration the country is divided into 13 districts. At the head of each district is a "district superintendent," who, except in the case of the eighth district, is assisted by a clerk. The following statement shows the number of persons and their compensation embraced in this division of the service:

10 superintendents, at $2,200 each	$22,000
2 superintendents, at $2,000 each	4,000
1 superintendent, at $1,900	1,900
12 clerks to superintendents, at $900 each	10,800
25 Total	38,700

District superintendents conduct the general business of their districts, look after the needs of the stations, make requisitions, for repairs, etc. They also act as disbursing officers and paymasters and are ex officio inspectors of customs. They are required by the regulations to visit the stations in their districts at least once a quarter and on these occasions they pay off the crews and make such other disbursements as are authorized.

In addition to this service of general field administration and inspection, the Life-Saving Service maintains, in connection with its storehouse at New York, an office of inspection, which is presided over by an officer of the Revenue-Cutter Service. The work of this officer as head of the general storehouse has already been described. To assist him in his duties as inspector he has nine other officers of the Revenue-Cutter Service serving under him as assistant inspectors. The inspector makes no inspections personally, that work being done by the assistant inspectors. These officers are apparently given wide discretion in the performance of their duties. During the fiscal year 1911, the nine assistant inspectors made a total of 750 inspections. The average salary of each officer was $3,588.02, and the average expense per officer was $1,418.61, a total per officer of $5,006.63. The cost for this extra inspection by officers of the Revenue-Cutter Service exceeded $45,000.

The character and duties of the systems of field administration and inspection maintained by the two services under consideration have been given with some particularity, since the commission is impressed with the fact that in the system maintained by the Lighthouse Service

there exists an organization and personnel that are in every way equipped to perform all of the work of field inspection required in respect to both services, if, in accordance with the recommendation of the commission, the administration of the two services is placed under a single bureau.

The cost of maintaining the 13 district offices is, as has been shown, $38,700 in salaries alone. Other items of expense, including that for travel, would bring the total cost of these officers to not less than $45,000. It is probable that the total cost is much more than this sum. If to this we add the cost of the inspection work performed by the officers of the Revenue-Cutter Service, $45,000, we have a total of $90,000 for cost of field supervision and inspection.

The discontinuance of these two services would mean a corresponding saving. It is impossible to say how great an additional force would be required in the 19 district offices of the Lighthouse Service to take care of the extra work that would be thrown upon them if their duties included the general supervision and inspection of life-saving stations and houses of refuge. It is believed, however. that no great addition to their present force will be required. As has been repeatedly pointed out, the life-saving stations are in practically all cases located in close proximity to lighthouses. The same officer could thus inspect both establishments at the same time. The chief need for additional employees would be at district headquarters to handle routine matters of general administration. The commission believes that $30,000 would be an extremely liberal estimate for such purpose. This would leave a net saving in this particular, as a result of placing the two services under the same bureau, of $60,000 annually.

RECAPITULATION AND GENERAL CONCLUSIONS.

In the foregoing the attempt has been made to indicate, in as great detail as circumstances permit, the manner in which, in the opinion of the commission, proceedings should be had looking to the administration by a single bureau in the Department of Commerce and Labor of the two services under consideration, and the economies that could be realized by so doing. These economies are recapitulated as follows:

Economy in respect to:

1. General administration, Washington offices	$20,000
2. Construction and repair work	40,000
3. Provision of equipment	6,000
4. Maintenance of depots	20,000
5. Distribution of supplies	4,000
6. Field administration and inspection	60,000
Total	150,000

The commission does not claim that these figures are more than approximate. At the same time it believes that they represent conservative estimates. It may be that, owing to factors and conditions with which it is not familiar, it has neglected to point out obstacles to be overcome in placing the two services under the same administrative head and has failed to make allowances for certain expenses. On the other hand, to offset such omissions there are undoubtedly opportunities for saving that it has not taken

into consideration in formulating its estimates of economies. If some of these estimates can be shown to be too high, others are probably too low. The commission accordingly believes that its figure for total savings of $150,000 is a conservative one.

This economy, moreover, represents but a part of the advantages that would accrue from the change. A great improvement would result from the relief that would be afforded to the Treasury Department. The work of the Life-Saving Service in no way pertains to the general duties of that department. Taking this service from under this department would relieve the Secretary of the Treasury from his present responsibility for the proper administration of that service, and thus permit him to concentrate his attention more exclusively upon matters pertaining to the management of the financial affairs of the Nation.

In another report the commission has recommended the abolition of the Revenue-Cutter Service. Affirmative action upon the recommendations contained in this report will complement the action there proposed. If the recommendations contained in both reports are accepted and acted upon, a long step will have been made toward relieving the present congested condition of the Treasury Department and toward a more logical and satisfactory grouping of services having to do with maritime affairs.

Respectfully submitted.

F. A. CLEVELAND,
Chairman.
W. F. WILLOUGHBY.
W. W. WARWICK.
FRANK J. GOODNOW.
HARVEY S. CHASE.
M. O. CHANCE,
Secretary.

EXHIBIT No. 1A.

REPORT OF THE JOINT COMMITTEE ON THE LIFE-SAVING SERVICE AND THE BUREAU OF LIGHTHOUSES, 1911.

The undersigned committee, appointed at the request of the President's Commission on Economy and Efficiency and representing that commission, the Department of the Treasury, and the Department of Commerce and Labor, submits the following report of its investigation and consideration of the relations existing between the Lighthouse Service of the Department of Commerce and Labor and the Life-Saving Service of the Treasury Department.

The committee does not consider it necessary in this report to set out at length a history of either service. The laws establishing and changing from time to time the organization and methods of work of each service and the printed regulations must be referred to for detailed information as to the organization, powers, and duties of these services. We shall refer to the law, the regulations, and the practices as the same may be pertinent to the particular subjects discussed in this report.

At the beginning of the Government, work similar to that now done by the Lighthouse Service was recognized and encouraged. Through

various changes in organization and management the service came to the time, in 1852, when the Lighthouse Board, composed largely of Army and Navy officers, was created to manage the work of the Lighthouse Establishment. The board was under the Treasury Department until the creation of the Department of Commerce and Labor, in 1903, when it was transferred to the latter department.

By the act of Congress of June 17, 1910, the Lighthouse Board was abolished and the Bureau of Lighthouses, in charge of a Commissioner of Lighthouses, was created. A civilian inspector, to be in charge of each of not more than 19 districts, was authorized by law, in place of the former plan of having a Navy officer as inspector and an Army officer as engineer assigned to each district. The service has appropriations of more than $5,000,000 annually. Its employees number about 5,000 and are engaged in the maintenance of the many thousands of lights and other aids to navigation. The commissioner, since his appointment, has been engaged not only in the management of the work but in effecting changes in organization and methods in order to decrease the expense of the service and to increase its efficiency.

The Life-Saving Service dates from 1871, although appropriations had been previously made, such as that in 1847, of $5,000 "for furnishing the lighthouses on the Atlantic coast with means of rendering assistance to shipwrecked mariners." Since 1871 various laws have been passed to make the service separate and distinct from the Revenue-Cutter Service, of which it was at first a part; to make the employees independent of political influence; and in other ways to make the service more efficient as well as more extensive in its operations. The present general superintendent has been in charge of the work since 1871. Under his supervision the service was practically created and has been built up and expanded. At the present time it includes about 280 life-saving stations and houses of refuge, more than 2,300 employees, and has appropriations of about two and a half million dollars annually.

The Lighthouse Service establishes and maintains lighthouses, light vessels, buoys, and other aids to navigation for the protection of commerce on the coasts and rivers of the United States and outlying possessions. The Life-Saving Service is charged with the duty of saving life and property from vessels stranded or endangered as a result of wrecks occurring or threatening along the coasts of the United States. The work of the two services, as carried on along the coasts of the Atlantic and Pacific Oceans, the Gulf of Mexico, and the shores of the Great Lakes, is similar in that the purpose of both is the prevention of the loss of life and property, and the work of both services is performed at about the same places. It is found on investigation that practically every life-saving station is near a lighthouse, some being within a few hundred feet, while a few are a number of miles distant.

When considering this similarity of duties and the geographical location of the posts of the two services the committee has been led to the conclusion that the maintenance and operation of the two services should not be under separate executive departments of the Government, but that both should be under one department, and that the Department of Commerce and Labor. The latter has charge of lighthouses and other establishments, such as the Bureau of

Navigation and the Bureau of Steamboat Inspection, having to do with commerce and maritime affairs. In the management of Government business it is recognized that close cooperation is not possible, as a practical question, between two services connected with different executive departments. The laws and appropriation acts are not such as to bring about a convenient use, by a service in one department, of the facilities of a service in another department. It seems to us that when two services, such as those under consideration, are closely related in character of work and in location of posts and stations, it is advisable they be maintained and operated under one department in order to secure that measure of cooperation that leads to economy without decrease of efficiency.

It also appears to us that, by combining the Life-Saving Service with the work of maintaining and operating the Lighthouse Service, substantial savings in the following classes of work might result without decrease in the efficiency of either service:

1. In the work of supervision and direction from the bureau office in Washington, including the handling of personnel, the plans for the construction and repair of buildings and the direction of the work, the supervision and direction of advertising for bids and contracting for supplies, and the direction of the necessary field inspections.
2. In the supervision and direction of the work in the districts and especially in the construction and repair of buildings, in disbursing money for salaries and other expenses, in clerical service in district offices, and in the frequent inspections of stations and equipment, and the maintaining of discipline.
3. In the management of storehouses, the handling of supplies, and the delivery thereof to stations.

Under the existing law (sec. 4249 R. S.) all life-saving stations must be erected under the supervision of two captains of the Revenue-Cutter Service. This section should be repealed and the construction and maintenance of life-saving stations be cared for as in similar work in the Lighthouse Service.

Under the act of June 18, 1878, the Secretary of the Treasury may detail officers of the Revenue-Cutter Service as inspectors and assistant inspectors of life-saving stations. During the fiscal year 1911 nine of these officers made 750 inspections, the pay, allowances, and expenses of the officers amounting to $45,041.67, an average of $5,004.63 for each inspector and of $60 for each inspection. Three of the inspectors made a total of 396 inspections, while six inspectors made a total of 354 inspections. In the case of the latter the average number of inspections made by each inspector was but 59. The cost of inspection by Revenue-Cutter officers appears to be excessive in comparison with the cost of the work by other agencies. The committee is of the opinion that the inspection of life-saving stations should be made by officers connected with the Life-Saving Service. This would produce more satisfactory results at a great saving of expense. The necessity for the use of Revenue-Cutter officers in this work has long since passed. The General Superintendent of the Life-Saving Service states:

> Another important duty assigned to Revenue-Marine officers in the beginning was that of drilling the crews, who, although expert surfmen, were entirely unaccustomed to disciplinary government. The superintendents were also equally untrained in methodical means of handling organized bodies. The training which the Revenue-

Marine officers had received in their own corps was of very great use in this respect, although they themselves had to acquire from the life-saving crews a familiarity with the art of handling boats in the surf, an art which is no part of the profession of a sailor, whose business it is to conduct vessels from one port to another and to keep as far away from the dangers of the surf as practicable. They also had to learn the method of handling the wreck ordnance, so unlike any then used on shipboard. Owing to the fact that now, as has been the case for nearly a quarter of a century, promotions to the position of station keeper in the Life-Saving Service are made from the ranks of the surfmen and those to the position of district superintendents from the keepers by merit, these officers have become fully as competent to drill the crews as the Revenue-Cutter officers, whom, as a matter of fact, upon their first assignment to this duty, they have to instruct. So it will be seen that the service itself possesses among its keepers, and it might be said even among its surfmen, an abundance of men who are entirely competent to discharge the inspection duties now performed by the assistant inspectors detailed from the Revenue-Cutter Service.

The expenses of the Life-Saving Service, excluding the salaries of district superintendents and the salaries and allowances of keepers and surfmen, are approximately one-half million dollars. This latter amount includes the purchase, handling, and delivery of apparatus and supplies, maintenance of telephone lines, rebuilding and repair of buildings, inspection service, traveling and miscellaneous expenses, and salaries and expenses in connection with the items named. With the possible exception of the telephone line service, it is our opinion that all this work could be efficiently handled through similar agencies maintained by the Lighthouse Service.

The committee has not attempted to reach a conclusion as to form of organization, number of employees needed, salaries to be paid, etc., in the service that would be established to do the work now done by the two. It does not feel competent to do so without making a detailed investigation in every district. The working out of the plan for using the facilities of both services without duplications, and with full cooperation, must come after the combining of the two services is decided upon. It is a work that can be properly done only by those upon whom the responsibilities for directing the work will fall.

The committee is of the opinion that if one bureau to administer the lighthouse and life-saving work is provided, as recommended, the overhead or indirect cost ought to be less by at least $80,000 a year than at present. After the first year, and when the present services are completely brought together, the reduction in expense should be considerably larger.

A minority report, made by Mr. O. M. Maxam, representing the Treasury Department, is attached hereto.

W. W. WARWICK,
Representing the President's Commission on Economy and Efficiency.

R. L. FARIS,
Representing the Department of Commerce and Labor.

OCTOBER 24, 1911.

MINORITY REPORT BY MR. O. M. MAXAM, REPRESENTING THE TREASURY DEPARTMENT.

My understanding has been that the purpose of the investigation just concluded by the committee was to ascertain what changes, if any, might be made with respect to the organization and work of the Lighthouse Service and the Life-Saving Service, as related to each other, that would result in increased economy and efficiency.

Naturally, through my connection with the Life-Saving Service, I am more familiar with the laws, organization, regulations, history, work, and needs of that service than with those of the Lighthouse Service, but I have endeavored to arrive at as complete an understanding of the latter as could be gained from discussion with my colleagues on the committee and the examination of available publications relating to the service.

The foregoing statements of the majority of the committee with respect to the past history and present organization and control of the two services seem in the main sufficient for the purposes of this report.

Briefly stated, the province of the Lighthouse Service is to establish and maintain aids to navigation for the prevention of loss of life and property from shipwreck.

Briefly stated, the province of the Life-Saving Service is the preservation of life and property from shipwreck.

Both services probably find their origin in that clause of the Constitution which gives to the Congress the power to regulate commerce with foreign nations and among the several States.

While the ultimate aim of both services may be said to be identical, the means, processes, methods, apparatus, equipment, and personnel employed by each to accomplish its authorized functions are of necessity totally different.

Light stations and light vessels are fixed agencies requiring the constant, undivided, and vigilant attention of their keepers and crews on the spot.

Life-saving stations ashore are merely the headquarters of the crews, whose duties require them to go wherever their services may be needed at wrecks and also to patrol the beaches and maintain watches for the early discovery of wrecks and the hastening of relief. Their heaviest work is performed at the scene of trouble, in the great majority of cases miles away from their places of abode. They must take with them, as is well known, of course, the equipment necessary to effect the rescue of those to whose assistance they go.

There is but little if any similarity in the duties of the members of the two services.

There is rarely occasion calling for cooperation between the two services in the performance of the duties of the men.

The requirements as to the qualifications of the members of the two services are entirely different, as I understand them. Professional experts in surfmanship and wreck craft are indispensable in the Life-Saving Service. The service is one of experts, preeminently the case in reference to station keepers and crews, upon whose professional skill and experienced judgment so often rest the issues of life and death. Men possessing these distinctive qualifications, it is understood, are not essential to the successful conduct of the business of the Lighthouse Service.

The present life-saving system was introduced in 1871, and from that time until 1878 its duties were conducted in connection with the Revenue-Marine (now Revenue-Cutter) Service of the Treasury Department. On June 18, 1878, an act entitled "An act to organize the Life-Saving Service" was passed by Congress, which provided for the appointment by the President of the United States, by and with the consent of the Senate, of "a suitable person, who shall be familiar

with the various means employed in the Life-Saving Service for the saving of life and property from shipwrecked vessels, as General Superintendent of the Life-Saving Service, who shall, under the immediate direction of the Secretary of the Treasury, have general charge of the service and of all administrative matters connected therewith * * * ." Through the operations of this act the Life-Saving Service was detached from the Revenue-Marine Service and became a separate bureau.

From its earliest inception the Life-Saving Service has been a part of the Treasury Department.

The work of the Life-Saving Service is at this time, as it has been for many years past, interwoven and more or less intimately connected with other Treasury establishments, namely, the customs service, Revenue-Cutter Service, Public Health and Marine-Hospital Service, and the mint service.

The district superintendents and keepers of stations are by law inspectors of customs.

Collectors of customs are required to forward to the General Superintendent of the Life-Saving Service reports of the loss of life on or damage or disaster to vessels of the United States.

In addition to the relations which at present exist between the Life-Saving Service and the Revenue-Cutter Service, under the provisions of section 4249 of the Revised Statutes and section 8 of the act of June 18, 1878, there is a standing order (No. 60), dated January 9, 1905, of the Secretary of the Treasury, directing the cooperation of the two services in the location of wrecks and strandings and for relief service, a matter of the very highest importance in speedily concentrating effective agencies in dealing with shipwrecks. A copy of the order is submitted herewith, marked "Order No. 60."

I agree with the majority report "that when two services * * * are closely related in character of work and in location of posts and stations it is advisable they be maintained and operated under one department * * *." This close relation is especially true with reference to the character of work and location of posts and stations of the Life-Saving Service and the Revenue-Cutter Service. It is a part of the duties of revenue cutters, assigned under statute, to patrol the coast during the inclement season of the year for the saving of endangered life and property from marine disaster. This they do, keeping in close touch with the life-saving stations with which they can communicate by signals. When the cutters are not so cruising their headquarters are so arranged that their assistance can be immediately summoned by wire. Through their cooperation at wrecks many lives and much property have been saved. Thus the connection between these two branches of the Treasury Department is much more intimate and useful than can possibly be the case between the Lighthouse Service and the Life-Saving Service.

All disability and death claims in the Life-Saving Service for the benefits provided by sections 7 and 8 of the act of May 4, 1882, together with the accompanying evidence, are referred to the Surgeon General of the Public Health and Marine-Hospital Service for examination and opinion as to whether the medical evidence is sufficient. The Surgeon General also furnishes his professional advice to the general superintendent, when so requested, in other matters arising in the Life-Saving Service seeming to require the judgment of medical

authority. The medical officers of the Public Health and Marine-Hospital Service throughout the country make the annual physical examinations of the crews of life-saving stations and examinations in particular cases at any time as required.

The Mint Bureau furnishes all the life-saving medals awarded under section 7 of the act of June 20, 1874, section 12 of the act of June 18, 1878, and section 9 of the act of May 4, 1882, and also furnishes the cases and mountings for the medals.

Under a recent order of the Secretary of the Treasury the Supervising Architect of the Treasury Department will hereafter prepare plans and specifications for certain construction work of the Life-Saving Service. This adds another Treasury bureau with which the Life-Saving Service will have intimate dealings.

All these bureaus being under the Treasury Department, it is obvious that closer cooperation must obtain between them and the Life-Saving Service than would be the case if they were not in the same department.

The transfer of the Life-Saving Service to the Department of Commerce and Labor, as proposed by the majority of the committee, is not a new question. Several of the bills that were introduced in Congress to create the new department provided for such transfer. After exhaustive hearings on the bills, before the Committee on Interstate and Foreign Commerce, House of Representatives, that committee reported Senate bill 569 (57th Cong., 1st sess.) with some amendments, one of which excluded the Life-Saving Service from its provisions. This bill was enacted into law. The question is therefore submitted whether Congress having expressed itself in this manner would now give its approval to a measure proposing the transfer.

I would not go as far as to say that the business of the Life-Saving Service could not be successfully performed in another department of the Government, but I am of the opinion, under present conditions, that it can be performed with less friction, less circuitousness, and with greater directness, dispatch and efficiency in the Treasury Department than in any other, and that the best interests of the service will be subserved by its retention in the Treasury Department. The weight of argument, notwithstanding the relation of the service to commerce, seems opposed to a change, in the present circumstances.

It should be kept in mind that the Life-Saving Service of this country is a many-sided institution and is expected to and does extend its humane offices in many avenues, not directly connected with commerce, that inure to the public good. Excerpting in this regard from a paper entitled "Organization and methods of the United States Life-Saving Service," prepared by the general superintendent and read by him before the International Marine Conference of 1889, the service guards the lives of persons in peril of drowning by falling into the water from piers and wharves in the harbors; it places over peculiarly dangerous points upon the rivers and lakes a sentry prepared to send instant relief to those who incautiously or recklessly incur the hazard of capsizing in boats; it conducts to places of safety those imperiled in their homes by the torrents of flood, and conveys food to those imprisoned in their houses by inundation and threatened with famine; it saves from destruction by fire hotels, dwellings, and other structures; it prevents the commission of burglaries and

robberies, etc. The annual reports of the general superintendent regularly exhibit a long line of beneficent services rendered by the crews of stations outside of their duties as members of the Life-Saving Service.

The combining of the Lighthouse Service and the Life-Saving Service, with stations in close proximity, as they are in many cases, having such widely separated functions, performed of necessity by distinctly different methods and means, where the required qualifications of the men composing each corps are in no wise comparable and in which varying rates of pay and allowances would doubtless prevail and unequal conditions of routine and living obtain, likely resulting in discontent, jealousy, and inharmony, would be, in my judgment, detrimental to the public interests, and I fear would result in diminished efficiency on the part of both establishments.

An interchange of duties among the men of the two establishments, except perhaps in the simplest routine, could not be thought of. The great majority of men in the Life-Saving Service are surfmen who are enlisted on account of their special qualifications as hereinbefore explained, and even if in exceptional cases an interchange of duties were possible of accomplishment, it is not likely that suitable men could be secured who would be willing to perform lighthouse duty one hour and life-saving duty the next.

The crews of life-saving stations are made up of hardy, able-bodied surfmen usually selected from native fishermen and beachmen on account of their familiarity with the habits of the surf and the handling of boats.

The position of No. 1 surfman in a crew is filled by promotion from the grade of surfman. He must be the best qualified man in the crew and competent to take the keeper's place in the latter's absence.

Keepers of stations are selected and appointed from surfmen in the district in which the vacancy occurs. They must be experts in surfing and in the maneuvering of boats; familiar with the shoals, tidal currents, and shifting bars adjacent to their territory; of unquestionable skill and bravery and possess that ready resourcefulness which enables them to handle boats and command men in fearful emergencies.

Superintendents of districts are promoted from keepers in the district in which the vacancy occurs, after competitive examination. They must be familiar with the coast line embraced in their districts and conversant with the management of surfboats, lifeboats, and life-saving apparatus and appliances in general use at life-saving stations, and qualified to conduct the general business of their districts.

It will be seen that this plan of original selection and succession in office insures to the Life-Saving Service a body of skilled officers and men, thoroughly trained in their peculiar profession and for the serious and responsible duties that are incumbent upon them.

The supervision, inspecting, and drilling of life-saving crews must be performed by trained officers, who are thoroughly familiar with the requirements of the service, with the station equipment, the land gear, and its operation, and lifeboats and surfboats and their special management. They must have knowledge of the surf and an eye trained to its dangerous caprices, and, I may say, its intricacies. They must know without suggestion from a keeper when to put a

crew into the surf for the purpose of drilling only, without incurring hazardous risk.

The Lighthouse Service conducts a work of great magnitude and importance, requiring for its performance officers of high professional attainments, experience, and skill, with a practical knowledge of the various details connected with the establishment.

But, as has been previously indicated, the two services are operating in distinctly different lines of activity where a comparison of functions, duties, qualifications, and responsibilities is entirely inapplicable.

In each service distinctive professional training and experience and expert knowledge and attainments are indispensable requisites.

Therefore should the combination suggested be made, there would seem to be no escape from the maintenance in the field of two separate and distinct units, each performing its special functions under an independent corps of experienced inspecting and supervising officials. Thus practically the two establishments would still survive without appreciable change except perhaps in nomenclature.

Under these circumstances I do not believe that any saving in money which might be effected—the amount of which can only be a matter of conjecture at this time and which for the most part can only be developed with any degree of accuracy by actual performance—in the three classes of work mentioned in the majority report ought to be permitted to operate in the direction of combining these two branches of the public service so widely separated in their functions and quality of operation. I can not assert that there would be no saving by the combination; neither can I see where there would be any saving commensurate with the interests involved. The majority of the committee expresses the opinion that by the suggested combination a saving of at least $80,000 a year ought to be effected, but no basis is given for the opinion. I do not believe that any material saving could be effected if efficiency is not to be allowed to suffer. Each of these services is charged with the administration of affairs of grave importance and responsibility, and no step should be taken with respect to them that might lead to embarrassing complications and conclusions. Where the guarding and saving of human life are concerned, the road should be kept as clear as our governmental agencies can make it of perplexing and embarrassing situations. The issues are too important, too grave, to invite them.

And here, if I do not go beyond my privilege, I would suggest for consideration the question whether the Lighthouse Service which is now undergoing or which may have already undergone a radical reorganization in pursuance of the act of June 17, 1910, doubtless involving many important changes looking to the betterment of the establishment and imposing upon the authorities additional burdens of administration, should be further disturbed at this early period.

The Life-Saving Service under the administration of the Treasury Department, I personally know, for the past few years has introduced and is still introducing important changes in the material which the age has developed and which have already greatly added and will continue to add to the efficiency of the service, and it would seem to be undesirable and unwise, in this transition, to transfer the directing power from one department to another.

There remains still a very important consideration as concerns the efficiency of the Life-Saving Service and the well-being of its corps. It is a matter that strikes at the very foundations of the service. I refer to the question of some adequate provision being made for certain officers and men in the field when they are no longer physically capable of performing their duties. For nearly two decades efforts have been made to induce Congress to provide the necessary legislation. I will not attempt to review the history of the bills introduced in Congress for the purpose. It is sufficient to say that the Treasury Department gave its unqualified indorsement to Senate bill 5677, Sixty-first Congress, second session, which passed the Senate on June 25, 1910. It failed, however, of passage in the House of Representatives, the Committee on Interstate and Foreign Commerce not having reported upon it.

I presume, although I speak personally and without authority, that further efforts will be made to secure the much-needed legislation, and if such should be the case, it would seem that the separation of the service from the Treasury Department which has fostered the measure for so many years, to say nothing of the combining of the service with another bureau, whose interests might be, and excusably so, in another direction, would hinder, if not altogether destroy, the prospects of early or even favorable action.

As to the matter of a combined supervision and direction of construction and repair work, it may be stated that the crews of life-saving stations make practically all minor repairs themselves, the Government furnishing the material. Large construction and repair work is contracted for and competent service employees are charged with its supervision. Sometimes keepers, when they are known to be competent for the purpose, supervise important construction and repairs. I believe that work of this character in the service is economically supervised, considering the unusual conditions under which it must be done.

It has already been determined to close the offices of the superintendents of construction of life-saving stations, and to immediately direct the work now under their charge from Washington, except that required by section 4249, Revised Statutes.

The detail of officers of the Revenue-Cutter Service to act as inspector and assistant inspectors of stations in the Life-Saving Service, as provided for in section 8 of the act of June 18, 1878, is not mandatory upon the Secretary of the Treasury, and if he considers that the value of their services is not commensurate with the expense incurred, it is within his authority at any time to withhold the details.

The matters relating to the detail of these officers to the Life-Saving Service, to their inspection and other duties in the service, and to the cost of the inspections, etc., referred to in the majority report of this committee, are exhaustively discussed by the General Superintendent of the Life-Saving Service in his comments upon the report of a committee which examined into the methods of conducting business in the Life-Saving Service, about a year ago. In the quotation made in the majority report from the general superintendent in relation to inspections by the Revenue-Cutter officers in which it is stated that the service itself possesses among its keepers and surfmen an abundance of men who are competent to discharge the inspection

duties now performed by detailed officers from the Revenue-Cutter Service, it will be observed that he does not state that a saving to the Government would be effected thereby. On the contrary he shows that if the duties are to be performed by persons taken from the Life-Saving Service, whose compensation in view of the rank and importance of an inspecting officer, should be raised to a reasonable figure, the cost to the Government of the inspection would be actually more than that now incurred, because the officers of the Revenue-Cutter Service hold life positions, and would be entitled to their compensation whether performing life-saving duty or not. (See page 56 of the general superintendent's comments of March 25, 1911.)

I understand that the Secretary of the Treasury has determined to recommend the repeal of so much of section 4249 of the Revised Statutes as provides "that all life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury, and to be under his direction."

Finally, I would call attention to the fact that the Life-Saving Service of this country has acquired and still maintains undisputed preeminence over all institutions of its kind in the world. As early as 1880 its superiority was practically acknowledged by Vice Admiral J. R. Ward, Royal Navy, chief lifeboat inspector of the Royal National Lifeboat Institution of Great Britain, which until then was regarded as the foremost organization of its kind in existence. The International Life-Saving Congress held at Toulon, France, in 1890, pronounced the service of the United States the best and most complete. The work it achieves in the saving of life and property is vastly greater than that of any similar institution. In view of these facts, and of the esteem in which it is held in our own country and by all maritime nations, I submit that a proposition to change the conditions under which so much has been accomplished is one that should not be entertained without the most serious consideration, and whose adoption would not be justifiable except for the most cogent reasons.

In view of the foregoing considerations, I can not concur in the conclusions of the majority of this committee, that the Life-Saving Service should be transferred to the Department of Commerce and Labor, nor in their suggestion having in view the combining of the Lighthouse Service and the Life-Saving Service.

Respectfully submitted.

O. M. MAXAM,
Representing the Treasury Department.

WASHINGTON, D. C., *October 24, 1911.*

ORDER No. 60.

COOPERATION OF REVENUE-CUTTER SERVICE AND LIFE-SAVING SERVICE IN LOCATION OF WRECKS AND STRANDINGS, AND FOR RELIEF SERVICE.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, January 9, 1905.

To commanding officers of vessels of the United States Revenue-Cutter Service, and keepers of life-saving stations:

The following instructions are promulgated for your government, and you will he held responsible for the strict and energetic enforcement of the same so far as the several provisions are applicable to your respective commands:

1. News of wrecks or strandings occurring within the scope of their respective stations will be immediately reported by telegraph or other speediest way by the keepers of life-saving stations to the General Superintendent of the Life-Saving Service, who will convey the same to the Secretary of the Treasury (Division of Revenue-Cutter Service) by telephone, to be confirmed by forwarding immediately a copy of the message by messenger.

2. All keepers of life-saving stations will communicate the presence and location of wrecks or strandings to revenue cutters passing by displaying the "preparatory" distant signal (a black ball, for which they will make requisition), when the cutter is too distant to communicate by code signals, and by code signals or other most effective means when practicable.

3. Revenue cutters will fly their numbers in passing life-saving stations for identification.

4. As soon after the receipt of this circular as practicable, commanding officers of cutters and keepers of life-saving stations nearest the anchorages of the former will confer and arrange for cooperation in rendering relief service. They will fix a place or places where telephonic or telegraphic news of wrecks will be forwarded and received; the methods employed to be systematic and adapted to the location of revenue cutters and life-saving stations.

5. Keepers of life-saving stations will understand that these orders are not intended in any way to interfere with their duties and those of their crews in proceeding immediately to, or in attending upon, vessels in distress, but only to secure cordial and effective cooperation between the two services referred to in saving life and property from shipwreck and relieving marine distress by the speediest means.

6. Commanding officers of revenue cutters having complied with section 4 above, will report all details of the arrangements made to the department, and the keepers of life-saving stations will make similar report to the General Superintendent of the Life-Saving Service.

LESLIE M. SHAW, *Secretary.*

EXHIBIT No. 2A.

Statement showing location of life-saving stations in relation to nearest lighthouse.

Life-saving stations.	Nearest lighthouse	
	Name.	Distance, nautical miles (approximate).
First district:		
Quoddy Head, Me	West Quoddy Head	1¼
Cross Island, Me	Avery Rock	4
Great Wass Island, Me	Moose Peak	2¾
Cranberry Islands, Me	Baker Island	1
White Head, Me	Whitehead	¼
Burnt Island, Me	Marshall Point	3
Damiscove Island, Me	The Cuckolds	2¼
Hunniwells Beach, Me	Fort Popham	¼
Cape Elizabeth, Me	Cape Elizabeth (E)	⅛
Fletchers Neck, Me	Wood Island	1
Portsmouth Harbor, Me	Whaleback	¼
Wallis Sands, N. H	.....do	2¾
Rye Beach, N. H	.....do	4¾
Hampton Beach, N. H	Newburyport Harbor	7½
Second district:		
Salisbury Beach, Mass	.....do	2¾
Newburyport, Mass	.....do	½
Plum Island, Mass	.....do	5
Straitsmouth, Mass	Straitsmouth	½
Gloucester, Mass	Tenpound Island	1
Nahant, Mass	Egg Rock	1½
City Point, Mass	Long Island Head	....
Point Allerton, Mass	Boston	1¼
North Scituate, Mass	Minots Ledge	2¼
Fourth Cliff, Mass	.....do	7
Brant Rock, Mass	Plymouth (Gurnet)	5½
Gurnet, Mass	.....do	⅛
Manomet Point, Mass	.....do	5¼
Wood End, Mass	Wood End	⅛
Race Point, Mass	Race Point	1½
Peaked Hill Bars, Mass	.....do	3¾
High Head, Mass	Cape Cod	3
Highland, Mass	.....do	¾
Pamet River, Mass	.....do	3
Cahoons Hollow, Mass	Nauset Beach	5¼
Nauset, Mass	.....do	1
Orleans, Mass	.....do	6
Old Harbor, Mass	Chatham, North	1¾
Chatham, Mass	Chatham, South	1¼
Monomoy, Mass	Monomoy Point	2
Monomoy Point, Mass	.....do	¾
Coskata, Mass	Nantucket (Great Point)	2
Surfside, Mass	Brant Point	2¾
Maddaket, Mass	.....do	5½
Muskeget, Mass	Cape Poge	8
Gay Head, Mass	Gay Head	¼
Cuttyhunk, Mass	Cuttyhunk	1¾
Third district:		
Brenton Point, R. I	Castle Hill	1¼
Narragansett Pier, R. I	Whale Rock	1¾
Point Judith, R. I	Point Judith	¼
Quonochontaug, R. I	Watch Hill	6½
Watch Hill, R. I	.....do	⅛
Fishers Island, N. Y	Latimer Reef	1¾

Statement showing location of life-saving stations in relation to nearest lighthouse—Con.

Life-saving stations.	Nearest lighthouse.	
	Name.	Distance, nautical miles (approximate).
Third district—Continued.		
Sandy Point, R. I.	Block Island, North	1/16
New Shoreham, R. I.	Block Island, Southeast	1¼
Block Island, R. I.	do	2¾
Fourth district:		
Montauk Point, N. Y.[1]	Montauk Point	At light.
Ditch Plain, N. Y.	do	3
Hither Plain, N. Y.	do	5½
Napeague, N. Y.	do	9½
Amagansett, N. Y.	Cedar Island	7
Georgica, N. Y.	do	6½
Mecox, N. Y.	do	8½
Southampton, N. Y.	Shinnecock Bay	5¼
Shinnecock, N. Y.	do	1¾
Tiana, N. Y.	do	2
Quogue, N. Y.	do	5
Potunk, N. Y.	do	7¾
Moriches, N. Y.	do	10¾
Forge River, N. Y.	do	15¼
Smiths Point, N. Y.	Fire Island	17
Bellport, N. Y.	do	14
Blue Point, N. Y.	do	9½
Lone Hill, N. Y.	do	7
Point of Woods, N. Y.	do	4
Fire Island, N. Y.	do	½
Oak Island, N. Y.	do	3½
Gilgo, N. Y.	do	7
Jones Beach, N. Y.	do	10
Zachs Inlet, N. Y.	do	12
Short Beach, N. Y.	do	14¼
Point Lookout, N. Y.	Throgs Neck	16¼
Long Beach, N. Y.	do	14
Far Rockaway, N. Y.		
Rockaway, N. Y.	Coney Island	10¼
Rockaway Point, N. Y.	do	6¼
Coney Island, N. Y.		
Eatons Neck, N. Y.	Eatons Neck	¼
Rocky Point, N. Y.	Long Beach Bar	2¾
Fifth district:		
Sandy Hook, N. J.	Sandy Hook	¼
Spermaceti Cove, N. J.	Navesink	2
Seabright, N. J.	do	1
Monmouth Beach, N. J.	do	3¼
Long Branch, N. J.	do	7¼
Deal, N. J.	Sea Girt	6
Shark River, N. J.	do	3¼
Spring Lake, N. J.	do	1¼
Squan Beach, N. J.	do	1¼
Bayhead, N. J.	do	4¼
Mantoloking, N. J.	do	6¾
Chadwick, N. J.	do	9¼
Toms River, N. J.	Barnegat	10½
Island Beach, N. J.	do	8
Cedar Creek, N. J.	do	5½
Forked River, N. J.	do	2½
Barnegat, N. J.	do	½

[1] In charge of keeper of Ditch Plain Station. No crew employed.

Statement showing location of life-saving stations in relation to nearest lighthouse—Con.

Life-saving stations.	Nearest lighthouse.	
	Name.	Distance, nautical miles (approximate).
Fifth district—Continued.		
Loveladies Island, N. J	Barnegat	2¼
Harvey Cedars, N. J	do	4¾
Ship Bottom, N. J	do	8½
Long Beach, N. J	Tucker Beach	5¾
Bonds, N. J	do	2½
Little Egg, N. J	do	½
Little Beach, N. J	do	3
Brigantine, N. J	Absecon	5¼
South Brigantine, N. J	do	2¾
Atlantic City, N. J	do	At light.
Absecon, N. J	do	2½
Great Egg, N. J	do	6¼
Ocean City, N. J	do	8¾
Pecks Beach, N. J	Ludlow Beach	6¼
Corson Inlet, N. J	do	4¼
Sea Isle City, N. J	do	340 feet.
Townsend Inlet, N. J	do	2¼
Avalon, N. J	do	3¾
Tathams, N. J	Hereford Inlet	2¼
Hereford Inlet, N. J	do	300 feet.
Holly Beach, N. J	do	2½
Two Mile Beach, N. J	do	4½
Cold Spring, N. J	Cape May	2½
Cape May, N. J	do	780 feet.
Bay Shore, N. J.[1]	do	1
Sixth district:		
Lewes, Del	Cape Henlopen	1¾
Cape Henlopen, Del	do	¾
Rehoboth Beach, Del	do	5
Indian River Inlet, Del	do	9
Bethany Beach, Del	Fenwick Island	6½
Fenwick Island, Del	do	1¼
Isle of Wight, Md	do	3
Ocean City, Md	do	7½
North Beach, Md	do	16
Green Run Inlet, Md	Killick Shoal	11¾
Popes Island, Va	do	7¾
Assateague Beach, Va	Assateague	1
Wallops Beach, Va	do	4¾
Metomkin Inlet, Va	do	17½
Wachapreague, Va	Hog Island	12½
Parramore Beach, Va	do	9½
Hog Island, Va	do	1½
Cobb Island, Va	do	7½
Smith Island, Va	Cape Charles	At light.
Seventh district:		
Cape Henry, Va	Cape Henry	¾
Virginia Beach, Va	do	4¾
Dam Neck Mills, Va	do	8¾
Little Island, Va	do	14¾
False Cape, Va	Currituck Beach	14
Wash Woods, N. C	do	9¾
Penneys Hill, N. C	do	5
Currituck Beach, N. C	do	¾
Poyners Hill, N. C	do	5
Caffeys Inlet, N. C	North River	7½

[1] In charge of Cape May station. No crew employed.

Statement showing location of life-saving stations in relation to nearest lighthouse—Con.

Life-saving stations.	Nearest lighthouse.	
	Name.	Distance, nautical miles (approximate).
Seventh district—Continued.		
Paul Gamiels Hill, N. C.	North River	8¼
Kitty Hawk, N. C.	Croaton	8½
Kill Devil Hills, N. C.	.....do	7¼
Nags Head, N. C.	Bodie Islands	7½
Bodie Island, N. C.	.....do	1¼
Oregon Inlet, N. C.	.....do	3¾
Pea Island, N. C.	.....do	7
New Inlet, N. C.	Long Shoal	12¼
Chicamacomico, N. C.	.....do	12¼
Gull Shoal, N. C.	.....do	11½
Little Kinnakeet, N. C.	Cape Hatteras	9¼
Big Kinnakeet, N. C.	.....do	5¼
Cape Hatteras, N. C.	.....do	1
Creeds Hill, N. C.	.....do	3¼
Durants, N. C.	Hatteras Inlet	5¼
Hatteras Inlet, N. C.	.....do	4¾
Ocracoke, N. C.	Ocracoke	½
Portsmouth, N. C.	.....do	4¼
Core Bank, N. C.	Harbor Island Bar	10
Cape Lookout, N. C.	Cape Lookout	1¼
Fort Macon, N. C.	.....do	14
Bogue Inlet, N. C.	.....do	28½
Cape Fear, N. C.	Cape Fear	½
Oak Island, N. C.	Bald Head	2
Eighth district:		
Sullivans Island, S. C.	Fort Sumter	1¾
Bulow, Fla.[1]	Mosquito Inlet	23¼
Mosquito Lagoon, Fla.[1]	.....do	15½
Chester Shoal, Fla.[1]	Cape Canaveral	9½
Cape Malabar	....	....
Bethel Creek, Fla.[1]	Jupiter Inlet	45½
Indian River Inlet, Fla.[1]	.....do	35
Gilberts Bar, Fla.[1]	.....do	15½
Jupiter Inlet, Fla.	....	....
Orange Grove, Fla.	....	....
Fort Lauderdale, Fla.[1]	Hillsboro Inlet	8¾
Biscayne Bay, Fla.[1]	Fowey Rocks	16
Ninth district:		
Santa Rosa, Fla.	Pensacola	4
Sabine Pass, Tex.	Sabine Pass	½
Galveston, Tex.	Bolivar Point	2
San Luis, Tex.	Brazos River	16
Velasco, Tex.	.....do	1¾
Saluria, Tex.	Matagorda	1¼
Aransas, Tex.	Aransas Pass	1½
Brazos, Tex.	Brazos Santiago	1
Tenth district:[2]		
Big Sandy, N. Y.	Stony Point	9½
Salmon Creek, N. Y.[3]	....	....
Oswego, N. Y.	Oswego	¼
Charlotte, N. Y.	Genesee (West Pier)	½
Niagara, N. Y.	Fort Niagara	⅛
Buffalo, N. Y.	Buffalo	¼
Erie, Pa.	Presque Isle Pierhead	¼
Ashtabula, Ohio	Ashtabula Range Front	1

[1] House of refuge. No crew employed.
[2] The distance under this district is shown in statute miles.
[3] Destroyed by fire.

Statement showing location of life-saving stations in relation to nearest lighthouse—Con.

Life-saving stations.	Nearest lighthouse.	
	Name.	Distance, nautical miles (approximate).
Tenth district—Continued.		
Fairport, Ohio	Fairport	1/4
Cleveland, Ohio	Cleveland West Breakwater	1/4
Lorain, Ohio	Lorain Range Front Light	1/2
Marblehead, Ohio	Marblehead	1 1/4
Louisville, Ky		
Eleventh district:		
Lake View Beach, Mich	Fort Gratiot	5 1/4
Harbor Beach, Mich	North (Main)	3/4
Pointe aux Barques, Mich	Pointe aux Barques	Near light.
Port Austin, Mich	Port Austin Reef	2
Tawas, Mich	Tawas	1/2
Sturgeon Point, Mich	Sturgeon Point	Near light.
Thunder Bay Island, Mich	Thunder Bay Island	1/4
Middle Island, Mich	Middle Island	1/2
Hammond, Mich	Forty Mile Point	6 1/4
Bois Blanc, Mich	Bois Blanc	4 3/4
Vermilion, Mich	Crisp Point	4 1/2
Crisps, Mich	do	1/2
Two Heart River, Mich	do	8 1/2
Deer Park, Mich	do	19 1/2
Grand Marais, Mich	Big Sable	7 3/4
Marquette, Mich	Marquette	1/4
Portage, Mich	Portage Lake Ship Canal	1/8
Duluth, Minn	Duluth Front Light	1/2
Twelfth district: [1]		
Beaver Island, Mich.[2]	Beaver Island Harbor	Near light.
Charlevoix, Mich	Charlevoix Pierhead	1/8
North Manitou Island, Mich	North Manitou	3 3/4
South Manitou Island, Mich	South Manitou	1/4
Sleeping Bear Point, Mich	do	6 3/4
Point Betsie, Mich	Point Betsie	1/8
Frankfort, Mich	Frankfort Pierhead Front	1/4
Manistee, Mich	Manistee	Near light.
Grande Pointe au Sable, Mich	Grande Pointe au Sable	1
Ludington, Mich	Ludington Pierhead Front	1/4
Pentwater, Mich	Pentwater Pierhead Rear	1/4
White River, Mich	White River	1/8
Muskegon, Mich	Muskegon Pierhead Rear	1/4
Grand Haven, Mich	Grand Haven Pierhead Rear	1/4
Holland, Mich	Holland Pierhead Front	1/2
South Haven, Mich	South Haven Pierhead	1/8
St. Joseph, Mich	St. Joseph Pierhead Rear	1/2
Michigan City, Ind	Michigan City West Pierhead	1/4
South Chicago, Ill	Calumet Pierhead	3/4
Jackson Park, Ill	do	4
Old Chicago, Ill	Chicago Pierhead Rear	1/4
Evanston, Ill	Grossepoint	2
Kenosha, Wis	Kenosha Pierhead	1/2
Racine, Wis	Racine Pierhead	1/2
Milwaukee, Wis	Milwaukee Pierhead Front	1/4
Sheboygan, Wis	Sheboygan Pierhead	1/2
Two Rivers, Wis	Two Rivers Pierhead	1/4
Kewaunee, Wis	Kewaunee Pierhead Rear	1/4
Sturgeon Bay Canal, Wis	Sturgeon Bay Canal	Near light.
Baileys Harbor, Wis	Bailey Harbor Rear	1 1/4
Plum Island, Wis	Pilot Island	2 1/4

[1] The distance under this district is shown in statute miles.
[2] No crew employed.

Statement showing location of life-saving stations in relation to nearest lighthouse—Con.

Life-saving stations.	Nearest lighthouse.	
	Name.	Distance, nautical miles (approximate).
Thirteenth district:		
Nome, Alaska		
Waaddah Point, Wash	Cape Flattery	5¼
Grays Harbor, Wash	Grays Harbor	⅛
Wiliapa Bay, Wash	Wiliapa Bay	1
Ilwaco Beach, Wash	North Head	10
Cape Disappointment, Wash	Cape Disappointment	¼
Point Adams, Oreg	Desdemona Sands	1½
Tillamook Bay, Oreg	Cape Meares	5
Yaquina Bay, Oreg	Yaquina Head	3¼
Umpqua River, Oreg	Umpqua River	2¼
Coos Bay, Oreg	Cape Arago	3¾
Coquille River, Oreg	Coquille River	¼
Humboldt Bay, Cal	Humboldt	5
Arena Cove, Cal	Point Arena	2½
Point Reyes, Cal	Point Reyes	3
Bolinas Bay, Cal.[1]		
Point Bonita, Cal	Point Bonita	Near light.
Fort Point, Cal	Fort Point	¾
Golden Gate, Cal	Mile Rocks	1¼
Southside, Cal	do	4¼

[1] Destroyed by fire.

Exhibit No. 3A.

CONTENTS.

History, Organization, and Activities of the Life-Saving Service.

HISTORY.

The present Life-Saving Service of the United States has its origin in steps taken by Congress looking to the provision of the Lighthouse Establishment with facilities for aiding shipwrecked mariners.

One of the earliest suggestions looking to the use of the Lighthouse Establishment for this purpose is found in a communication by Messrs. Bunt, of New York City, to the Secretary of the Treasury, under date of November 30, 1837, in which the following statement appears:

> In the appointment of light keepers it is often necessary that other qualifications besides the capacity to keep a light in good order should be considered, when the lighthouses are in situations remote from settlement. It frequently happens that the keeper can render assistance to those that are shipwrecked or to vessels in distress.

In 1845 Lieuts. Jenkins and Bach, of the Navy, were detailed by the Secretary of the Treasury—

> to visit Great Britain and France to procure information which might tend to the improvement of the lighthouse system.

These officers in making their investigation were struck with the fact that the lighthouse system of Great Britain provided for the

taking of steps looking to the saving of life of seamen. Their report, published in 1846, called attention to the fact that the corporation having in charge the matter of lighting the port and harbor of Liverpool, not satisfied with their perfect system of lighting, had—

further provided for the safety of seamen by adding a number of lifeboats to their charge * * * finding it intimately connected with the Lighthouse Establishment, and having heard of the many and great benefits which have resulted from it as being a part of the most complete whole, we deem it proper to refer to it in this connection

Undoubtedly prompted by the suggestion contained in this report of these officers, Mr. McClelland in 1847 moved an amendment, which he supported by a speech on the floor of the House, to the lighthouse bill then under consideration:

For furnishing the lighthouses on the Atlantic coast with means of rendering assistance to shipwrecked mariners, five thousand dollars; the same to be under the control and direction of the Secretary of the Treasury.

The speech of Mr. McClelland is apparently the first plea made in Congress for such an appropriation, and the amendment itself, which was passed in the exact terms in which it was introduced, provided the first appropriation for furnishing assistance to the shipwrecked from the shore. The act seems to have contemplated, as did the subsequent legislation of Congress prior to the formal organization of this service, an extension of the activities of the Lighthouse Service, though the law prescribed that the appropriation should be expended under the supervision of the officers of the Revenue-Marine Service.

In the following year, the act of August 14, making provision for the Lighthouse Service, contained a clause appropriating the sum of $10,000—

for providing surfboats, rockets, and other necessary facilities for the better protection of life and property shipwrecked on the coast of New Jersey between Sandy Hook and Little Egg Harbor * * * the same to be expended under the supervision of such officer of the Revenue-Marine Corps as may be detailed for this duty by the Secretary of the Treasury.

Again, in 1849, a similar appropriation was made for life-saving facilities for different parts of the coast.

In 1859, by act of December 14, Congress authorized the Secretary of the Treasury to establish such stations on the coasts of Long Island and New Jersey, for affording aid to shipwrecked vessels thereon, and to make such changes in the location of existing stations and such repairs, and furnish such apparatus and supplies, as might in his judgment be best adapted to the preservation of life and property from shipwrecked vessels.

The act of Congress, July 28, 1866, provided further appropriation for this work.

Up to this time no effort had apparently been made either to give this service any independent status or to organize it upon a formal basis. In fact until the passage of the act of Congress of July 15, 1870, no provision was made for the payment of lifeboat crews, dependence being placed entirely on volunteers. In 1871, however, a separate administrative organization for the Life-Saving Service was created within the Revenue-Marine Service, and the beginning of the present system was effected in that year with the enactment of a code of regulations by the Secretary of the Treasury under the authority of the legislation then existing.

The steps leading up to and the circumstances surrounding the establishment of this system, the operation of which were confined

to the New Jersey and Long Island coasts, are told in the comments of the General Superintendent of the Life-Saving Service on the report of a committee appointed to investigate the conduct of business in the Life-Saving Service, dated March 25, 1911, as follows:

Very shortly after taking charge of the Revenue-Marine Service I discovered the existence upon the coasts of Long Island and New Jersey of a number of rude huts, each containing a boat such as was then used by the local fishermen in passing through the surf, and a few articles of primitive apparatus for use in efforts to effect rescues from vessels which might be wrecked in the vicinity. These buildings were known as life-saving stations. I caused an examination of them to be made by the detail of two officers of the Revenue-Marine Service, who made an inspection of every station. I accompanied them a part of the way in order to acquaint myself thoroughly with the existing conditions. During the trip I gathered such information as I could relative to the necessity of such an establishment and its efficiency, and became convinced that it was capable under proper development of effecting great good. I accordingly determined to set about the work which has finally resulted in the present life-saving establishment. The most available instrumentalities for assistance in beginning this work were the Revenue-Marine officers under my direction, and with their aid and the judicious expenditure of an appropriation of $200,000, which I succeeded in obtaining, I was able within a year to bring about an improved efficiency that excited the astonishment of the coast inhabitants and the marine interests. Extensions of the service to other dangerous portions of the coast were demanded from time to time by the inhabitants and by commercial and maritime organizations.

By act of March 3, 1873, Congress provided—

That all life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury and to be under his direction.

This, the initial law relative to the construction of life-saving stations, has remained unchanged to the present time.

On June 30, 1874, Congress, by the passage of the act entitled "An act to promote the efficiency of the Life-Saving Service," gave legal sanction to the preliminary organization effected in 1871 and provided for the establishment of numerous life-saving stations.

Four years later, following two serious disasters at sea and a congressional investigation of the Life-Saving Service, which resulted in a vindication of the manner in which the service had been administered by the Treasury Department, there was passed the act of June 13, 1878, which gave to the service its present independent status.

This act, which is entitled "An act to organize the Life-Saving Service," constitutes the organic act of the service and has remained practically unchanged until the present time. Legislation has, of course, followed providing for the establishment of additional stations and additional funds. The only subsequent legislation affecting materially the organization of the service is, however, contained in the act of May 4, 1882, entitled "An act to promote the efficiency of the Life-Saving Service and to encourage the saving of life from shipwreck," which provided, among other things, for the taking of the service out of the spoils system. The section of the act regarding this point reads as follows:

That the appointment of district superintendents, inspectors, and keepers and crews of life-saving stations shall be made solely with reference to their fitness and without reference to the political party or affiliations.

RELATIONS BETWEEN THE LIFE-SAVING SERVICE AND THE REVENUE-CUTTER SERVICE.

One of the most characteristic features of the organization of the Life-Saving Service is the fact that though constituting an independent service, the law provides that use shall be made by it of officers of

the Revenue-Cutter Service for the performance of a number of its important duties. One of the cases where this is done has been mentioned, that of the law of March 3, 1873, which provided that:

All life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury and to be under his direction. (R. S., 4249.)

The law of June 18, 1878, establishing the Life-Saving Service on its present basis, provided that:

The Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service as may be necessary to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent. (Act of June 18, 1878; chap. 265, 20 Stat. L., 164.)

Later, provision was made by the legislative, executive, and judicial appropriation act of February 26, 1889, that:

Hereafter nothing in section * * * shall be construed to prevent the Secretary of the Treasury from detailing not exceeding two officers of the Revenue-Marine Service for duty in the office of the Life-Saving Service. (Chap. 279, 25 Stat. L., 719.)

These three provisions of law are still in force and under them officers of the Revenue-Cutter Service are performing the duties above enumerated for the Life-Saving Service. One captain and nine other officers of the Revenue-Cutter Service are filling the positions of inspector and assistant inspectors of life-saving stations; two captains are filling the positions of superintendents of construction and repair of life-saving stations, and one captain is filling the position of superintendent of construction of lifeboats and apparatus. Though while on this detail they are engaged exclusively upon work for the Life-Saving Service, they are carried on the rolls of and paid from appropriations for the Revenue-Cutter Service. This fact must be borne in mind in determining the total cost entailed in maintaining the former service.

The existence of this rather anomalous condition of affairs is accounted for by the fact that the creation and development of the service were due largely to the efforts of one man, Sumner I. Kimball, who at the time of the establishment of the service was head of the Revenue-Cutter Service. Upon the Life-Saving Service being formally established he became its head, and has personally directed its affairs from that date to the present time. But for this it is practically certain that a complete divorce of the two services would long ago have taken place.

FUNCTIONS OR ACTIVITIES OF THE SERVICE.

This service has conferred upon it by law the performance of but a single function—that of affording aid to shipwrecked vessels and assisting in the preservation of life and property thereby endangered.

ORGANIZATION OF THE SERVICE.

Attached to this exhibit is given the outline of organization of the Life-Saving Service as set forth in the report of the commission on the organization of the Government, July 1, 1911. The purpose of this outline is to set forth in detail the manner in which the service is organized for the performance of its activities.

It will be seen from this outline that the Life-Saving Service is organized in what may be called seven major subdivisions, viz:

1. An office of general administration at Washington.

2. A service in the field to have charge of the construction and repair of life-saving stations, consisting of two offices—one at New York, N. Y., and the other at Portland, Oreg.

3. A service for the superintendence of the construction of life-boats, apparatus, etc., at New York, N. Y.

4. A service for the superintendence of the construction and maintenance of telephone lines, with headquarters at Newark, N. J.

5. A storehouse and service for the inspection of life-saving stations, located at New York, N. Y.

6. A board for the investigation of life-saving appliances that usually meets once a year in Boston, Mass.

7. A field service proper consisting of 270 life-saving stations and 8 houses of refuge.

General Administration.

In order to show in still greater detail both the character of the organization of this branch of the service and the number and compensation of its personnel, there is inserted here its outline of organization carried out so as to show the number, title, and compensation of each class of employees coming under each subdivision indicated.

	Number.	Salary.
1. *General administration (office at Washington):*		
1. General superintendent	1	$4,500
2. Assistant general superintendent	1	2,500
3. Principal clerk	1	2,000
4. Legal—		
1. Title and contract clerk	1	2,000
2. Clerk (class 1)	1	1,200
5. Statistical—		
1. Clerk (in charge), class 4	1	1,800
2. Clerks (class 3), $1,600 each	2	3,200
3. Clerk (class 1)	1	1,200
4. Clerk (class D)	1	900
6. Construction and repair of life-saving stations—		
1. Civil engineer (in charge)	1	1,800
2. Topographer and hydrographer	1	1,800
3. Draftsman	1	1,500
7. Authorizations—		
1. Clerks (class 4), $1,800 each	2	3,600
2. Clerk (class 1)	1	1,200
3. Clerk (class D)	1	900
8. Personnel—		
1. Clerk (class 2)	1	1,400
2. Clerk (class 3)	1	1,600
9. Correspondence and files—		
1. Clerks (class 2), $1,400 each	2	2,800
2. Clerk (class E)	1	1,000
10. Bookkeeping and accounts—		
1. Clerks (class 3), $1,600 each	2	3,200
2. Clerks (class 1), $1,200 each	2	2,400
3. Clerk (class E)	1	1,000
11. Miscellaneous—		
1. Clerk (class 2)	1	1,400
2. Clerk (class E)	1	1,000
12. Messenger, assistant messenger, and laborer	3	2,220
Total	32	48,120

GENERAL SUPERINTENDENT.

The mere statement of this outline reveals to a considerable extent the character of the work done in this branch of the service. At the head of the service is the general superintendent, who is appointed by the President, by and with the advice and consent of the Senate, without term. The compensation of this official is normally $4,000 per annum, but a special provision of law fixes the compensation at $4,500 while the office is held by the present incumbent. The law provides that the general superintendent must be a person familiar with the various means employed in the Life-Saving Service for the saving of life and property.

The law provides that the general superintendent shall have "general charge of the service and of all administrative matters connected therewith." More specifically his duties as outlined by the law are as follows:

1. To supervise the organization and government of the employees of the service and prepare and revise regulations therefor as may be necessary.
2. To supervise the expenditure of all appropriations made for the support and maintenance of the service.
3. To examine the accounts of disbursements of the district superintendents and to certify the same to the accounting officers of the Treasury Department.
4. To examine the property returns of the keepers of the several stations and see that all public property thereto belonging is properly accounted for.
5. To acquaint himself as far as practicable with all means employed in foreign countries which may seem advantageously to affect the interest of the service and to cause to be properly investigated all plans, devices, and inventions for the improvement of life-saving apparatus for use at the stations which may appear to be meritorious and available.
6. To exercise supervision over the selection of sites for new stations the establishment of which may be authorized by law or for old ones the removal of which may be made necessary.
7. To prepare and submit to the Secretary of the Treasury estimates for the support of the service.
8. To collect and compile the statistics of marine disasters.
9. To submit to the Secretary of the Treasury for transmission to Congress an annual report of the expenditures of moneys appropriated for the maintenance of the Life-Saving Service and of the operations of said service during the year.
10. Upon the occurrence of any shipwreck within the scope of the operations of the Life-Saving Service to cause an investigation of all the circumstances connected with said disaster and loss of life, to be made with a view of ascertaining the cause of the disaster; and whether any of the officers or employees of the service has been guilty of neglect or misconduct in the premises.
11. To transfer the apparatus, equipment, and supplies of any one life-saving station or house of refuge to another whenever in his judgment the interests of the service may require it; and
12. To employ crews at any of the stations of the Pacific coast during such portions of the year as he may deem necessary.

It is important to note that neither the general superintendent, nor his administrative superior, the Secretary of the Treasury, has authority to establish life-saving stations; this is determined by Congress, either by special act or in the general appropriation acts for the maintenance of the service. Originally this power was largely or wholly placed in the hands of the Secretary of the Treasury. Later, however, Congress, as stated, adopted the policy of specifying the points at which stations should be maintained.

On the other hand, Congress has provided that the Secretary of the Treasury may—

discontinue any life-saving or lifeboat station or house of refuge whenever in his judgment the interests of commerce and humanity no longer require its existence. (Act of May 4, 1882, sec. 2.)

Under authority of law supplementary regulations, approved by the Secretary of the Treasury and the President, have been enacted for the Life-Saving Service. These provide that the general superintendent will discharge those functions enumerated by law, as above enumerated, in addition to which he is specifically charged with the following:

He will receive and examine all papers pertaining to appointments in the Life-Saving Service and refer them to the Secretary of the Treasury, Division of Appointments—except those which, as representatives of the Civil Service Commission, the general superintendent, district superintendent, and keepers are required to refer directly to said commission—with such recommendation and indorsement as may be proper or necessary. (Sec. 22, Life-Saving Service Regulations.)

He will determine at what stations and for what periods of time in each year, except when such periods are fixed by law, the employment of regular crews is necessary and will fix the number of men to constitute each crew. (Sec. 23, Life-Saving Service Regulations.)

He will examine before authorization all requisitions for outfits and supplies, and in supervising the expenditure of the appropriations made for the maintenance and support of the service will have regard to the strictest economy consistent with its proper management. (Sec. 24, Life-Saving Service Regulations.)

He will examine the estimates for funds of the district superintendents, and recommend the remittance of such amounts as he may find proper, designating the appropriations from which remittance should be made. (Sec. 25, Life-Saving Service Regulations.)

He will examine the accounts of the disbursements of district superintendents, and will certify to the accounting officers of the department whether the expenditures are in accordance with authority. (Sec. 26, Life-Saving Service Regulations.)

He will examine the quarterly reports of the inspecting officers, and take such action thereon as may be necessary. (Sec. 27, Life-Saving Service Regulations.)

He will exercise constant vigilance over the official conduct of all the officers and employees of the service, and will cause all complaints and alleged derelictions of duty which may appear worthy of such notice to be thoroughly and impartially investigated, and will direct such further action to be taken in the premises as the interests of the service may require. (Sec. 28, Life-Saving Service Regulations.)

He will cause to be properly investigated by the board on life-saving appliances all plans, devices, and inventions for the improvement of life-saving apparatus and equipments for the stations which may appear to be meritorious and available. (Sec. 29, Life-Saving Service Regulations.)

He will exercise supervision over the selection of sites for new stations, the procurement of titles thereto, the preparation of plans and specifications for the stations, the obtaining of proposals for their construction, the making of contracts therefor, and the selection, purchase, and testing of their apparatus, equipment, and supplies. (Sec. 30, Life-Saving Service Regulations.)

He will see that the investigations provided for in section 9 of the act of June 18, 1878, are thoroughly and impartially conducted by competent and disinterested persons, and for this purpose he may detail a district officer of one district to any other district or direct any other person who is subject to his official orders, or, if he deems it advisable, may request the Secretary to detail some person from some other branch of the department to perform this duty. (Sec. 31, Life-Saving Service Regulations.)

He will receive all applications and recommendations for the award of life-saving medals authorized by law, together with the evidence in their support, and conduct all correspondence relative thereto, except such as shall involve an allowance or rejection of the applications. (Sec. 32, Life-Saving Service Regulations.)

He may discharge a surfman upon his own request, provided the reason given by the surfman for leaving the service is satisfactory and the request be favorably indorsed by the keeper. In case of such discharge the general superintendent will immediately advise the Secretary of the Treasury of the action taken. (Sec. 33, Life-Saving Service Regulations.)

He will see that all the requirements of law relating to the Life-Saving Service are duly carried into effect and that these regulations are strictly enforced; he will from time to time make to the Secretary such recommendations looking to the promotion of the welfare of the service as his judgment and experience may suggest. (Sec. 34, Life-Saving Service Regulations.)

ASSISTANT GENERAL SUPERINTENDENT.

The organic act makes provision, also, for an assistant general superintendent who is appointed by the Secretary of the Treasury upon the recommendation of the general superintendent. He assists in the work of supervision under direction of the general superintendent, performing such duties as he may require, and, in the absence of the general superintendent, performs the duties of that officer. His compensation is $2,500 per annum.

PRINCIPAL CLERK.

The "principal" or "chief" clerk was first provided for in the appropriation act of June 2, 1879. He is appointed by the Secretary of the Treasury and receives a compensation of $2,000 a year. He is charged with general direction of the office routine and supervision of the administrative bookkeeping and accounting, the preparation of the estimates for appropriations, etc.

These three officers—the general superintendent, assistant general superintendent, and principal clerk—constitute the general administrative officers of the service. For the performance of the work to be done in the central office nine divisions or groups of employees may be distinguished:

1. Legal.
2. Statistical.
3. Construction and repair of life-saving stations.
4. Authorizations.
5. Personnel.
6. Correspondence and files.
7. Bookkeeping and accounts.
8. Miscellaneous.
9. Messengers, assistant messenger, and laborer.

Legal.—This section is under the charge of a law clerk whose title is "Title and contract clerk." He is appointed by the Secretary of the Treasury and receives an annual compensation of $2,000. To him are assigned the duties which devolve upon a legal adviser of the head of such a service. This includes the preparation of contracts for the purchase and lease of sites for life-saving stations. Legal sanction for such action is found in the act of March 3, 1875 (18 Stat., 372), which authorizes the Secretary of the Treasury to acquire by donation or purchase in behalf of the United States the right to use and occupy sites for life-saving stations.

The procedure followed in acquiring title to sites and in making leases is described in a report to the President's inquiry in re economy and efficiency, as follows:

> After a site has been selected a conveyance to the United States from the reputed owner is obtained on the approved form printed and prepared for that purpose (Form No. 9005, Life-Saving Service). An abstract of the title to the property is also procured and the conveyance, together with the abstract and other papers, is referred to the Solicitor of the Treasury for examination as to form and execution and for a statement as to the sufficiency of the title. After the conveyance and title have been approved by the Solicitor, the conveyance is accepted by the Secretary on behalf of the Government. The conveyance is placed upon the record in the country in which the land is situated.
>
> Leases of property for life-saving purposes are obtained on form 9006. In the case of leases, abstracts of title to the property are not usually obtained. Leases are referred to the Solicitor of the Treasury for examination as to form and execution, and after they have been approved by that officer in these respects, they are also submitted to the Assistant Secretary for approval.

To this section is also assigned the examination of all claims and recommendations for the award of life-saving medals, and the conduct of all correspondence relative thereto. The bestowal of these medals by the Secretary of the Treasury for saving lives from the perils of the sea is authorized under the following laws: Section 7, act of June 20, 1874; section 12, act of June 18, 1878; section 9, act of May 4, 1882.

The legal officer is also charged with the consideration of applications for the benefits originating under sections 7 and 8, act of May 4, 1882 (22 Stat., 57). Disability claims of this character are perfected by this section under the regulations of the service before submission to the auditor.

The preparation of all other contracts (i. e., for construction of life-saving station buildings and extensive alterations, repairs, or improvements thereof; construction of boats and other life-saving apparatus; and schedules for annual supplies) is assigned to this section, which is further charged with the conduct of such special legal investigations as may be assigned to it from time to time.

In the performance of his duties the title and contract clerk is assisted by one clerk receiving a salary of $1,200 per annum.

Statistical.—The general superintendent is directed by the organic act "to collect and compile the statistics of marine disasters." The statistical section of his office is charged with the duty and the preparation of that portion of the annual report which contains this data. The following matter is prepared:

1. Report of the operations of the life-saving establishment.
2. Statistics of marine casualties collected under the acts of June 20, 1872, and June 18, 1878.

This information is gathered from three sources.

1. *Weekly transcripts of station journals.*

These transcripts of the journals or logs kept at the stations give an exhibit of the daily routine and the services rendered, if any, by the life-saving crew. They also contain a record of all transactions and occurrences of importance at the stations. After these transcripts—prepared by the station keeper—have been inspected by the district superintendent, they are forwarded weekly to the central office, in which they are examined and compiled by the statistical section. These statistics appear in the annual reports of the service under the title "Services of life-saving crew."

2. *Wreck reports from keepers of life-saving stations.*

These reports are made by the station keepers in reporting casualties to vessels within the scope of their service. Upon receipt at the central office they are classified and examined for omission or errors. If any are found, the reports are returned to the station keeper. Whenever a fatality is reported in connection with a disaster to a vessel, an investigation is conducted by some officer of the service (usually an officer of the district in which the loss of life occurred). The investigation papers are filed with the wreck report. These papers are carefully examined, and if the disaster fell within the scope of service operations, a narrative account of it, setting forth in a concise manner all the facts and circumstances surrounding it, is prepared for publication in the annual report, under the caption "Disasters within the field of operations of the Life-Saving Service involving loss of life."

3. *Statistics of marine casualties collected under the acts of June 20, 1874, and May 4, 1882.*

Wreck reports furnished by shipowners, agents, and masters through collectors of customs furnish a third source of statistics compiled by this section. Newspapers and marine journals which publish items of wreck news are subscribed for in order to have the most comprehensive data available. An examination of these papers by this section furnishes a check on the reports of the customs officer.

When a sufficient number of these reports of customs officers (properly verified and completed) have accumulated, they are assembled and classified, first, with respect to the nature of disaster (viz, founderings, strandings, collisions, and other causes), and, second, by the month in which the disaster occurred. This data is annually tabulated and from the tabulations is furnished the data which appears in the annual report, under the caption "Tables of casualties in the field of life-saving operations."

This section also has charge of the annual mailing list (which includes the names of individuals, schools, colleges, libraries, library and historic societies, newspapers, commercial concerns, shipowners, and maritime organizations), the filing of miscellaneous correspondence, and the operation of a mimeograph machine for the sending out of circular letters and statistical statements to keepers of life-saving stations and other field officers.

Construction and repair of life-saving stations.—This section consists of two officers, designated by statute, respectively, "civil engineer" and "topographer and hydrographer." The compensation of each is $1,800 per annum. The report, Form 3, to the President's inquiry in re economy and efficiency indicates that there are no lines of demarkation between the duties of these two. The building of a new station or the repair or improvement of an old one having been determined upon and a site selected, the matter is then submitted to this section. The technical work of this group embraces the making of surveys of the site with compass or transit and tapeline for the purpose of verifying or providing necessary description; the making of topographic and hydrographic examinations and surveys; the preparation of all architectural and mechanical designs, plans, and drawings for stations, together with the specifications and estimates for such proposed projects. This section is also called upon to make examinations of all structures requiring repairs, additions, or altera-

tions and submit recommendations therefor. Advice is furnished by this section on matters relating to construction or apparatus.

Under a recent order of the Secretary of the Treasury the preparation of the plans and specifications for construction work will hereafter be performed in the office of the Supervising Architect of the Treasury.

Authorizations.—Under this head are grouped four clerks, whose duties pertain to the issue of authorizations for miscellaneous supplies and for construction and repair work. Of these, three are concerned with the purchase of general supplies for stores and preparing authorizations for miscellaneous supplies used at the various life-saving stations, such as equipment and life-saving apparatus. These contracts are based, so the Treasury Department committee report, January 16, 1911, upon estimates prepared in the New York office and revised in the office of the general superintendent.

This group is also charged with the receipt and examination of inspection reports of the superintendents of life-saving districts and of assistant inspectors of life-saving stations.

The fourth clerk attends to work in connection with the issue of authorizations for the construction of new stations and repairs and improvements to old stations. He also passes upon requisitions for draft animals, forage, and fuel. One of the clerks in this section attends to the matter of making requisitions on the departments for all office supplies, printing, etc. In this capacity he acts directly under the principal clerk.

Personnel.—Two clerks attend to matters connected with the personnel of the service.

One clerk is charged with the administrative work in connection with the selection, appointment, continuance, etc., of surfmen, keepers, and superintendents of life-saving districts, and conducts all the correspondence relating to these matters.

The second clerk is assigned to similar work in connection with the employees of the office of the general superintendent and of all miscellaneous outside employees. He also has charge of the time record, the office pay roll, and the distribution of documents and the handling of the miscellaneous correspondence relating to the same.

Correspondence and files.—Three clerks have charge of general correspondence and files.

The incoming mail is received and opened by the assistant general superintendent, who classifies it. It is then indexed by the mailing clerk and distributed. The mailing clerk assembles the outgoing mail and arranges press and carbon copies for distribution.

Bookkeeping and accounts.—This section consists of five clerks, under the immediate supervision of the principal clerk, and is charged with the bookkeeping and accounting work of the service.

It prepares the annual estimates for appropriations for the maintenance of the service, the establishment of new stations, and the salaries of officers and employees in the general superintendent's office and allots appropriations. It draws requisitions for funds to be placed to the credit of district superintendents in accordance with estimates submitted by them. It keeps an authorization blotter in which all authorizations of expenditures are entered chronologically.

This section is further charged with the examination and preparation for settlement of all bills covering expenditures for the service.

In this work a bill index is maintained. The auditing of the station pay rolls, the disbursing clerk's monthly accounts, and the district superintendents' quarterly accounts is performed by this section.

A journal and ledger are used in the bookkeeping. These are in charge of the principal bookkeeper. Double-entry accounts are kept of the appropriations made to the service; also of the subaccounts according to the nature of the expenditure. Similar accounts are kept with the disbursing clerk of the Treasury Department and the district superintendents. At the end of each year a thorough check is made between the books of the general superintendent's office and those of the division of bookkeeping and warrants. The bookkeeping division of this section makes an examination of the district superintendents' weekly statements of public funds showing the unexpended balance on hand with a designated depository.

Miscellaneous correspondence with reference to the above subjects is conducted within the division.

Construction and Repair of Life-Saving Stations.

An account has been given of the work performed in the central office at Washington in respect to the selection of, and requiring of title to, sites for stations and the preparation of plans and specifications for construction work. Field operations in respect to this work are carried on through two offices, one located at New York, N. Y., for the Atlantic and Lake coasts, and the other at Portland, Oreg., for the Pacific coast. The following statement shows the organization of, and personnel attached to, these offices:

	Number.	Salary.
2. *Construction and repair of life-saving stations:*		
1. Atlantic and Lake coasts (headquarters, New York)—		
1. Superintendent (captain, United States Revenue-Cutter Service)	1	....
2. Assistant to superintendents of construction (chief clerk)	1	$2,000
3. Clerk (class 2)	1	1,400
4. Assistants to superintendents of construction (at $2,000 each)	7	14,000
5. Assistants to superintendents of construction (at $1,800 each)	3	5,400
6. Assistants to superintendents of construction (at $1,500 each)	1	1,500
		24,300
2. Pacific coast (headquarters, Portland, Oreg.)—		
1. Superintendent (captain United States Revenue-Cutter Service)	1	....
2. Assistant to Superintendents of construction	1	2,000
3. Assistant to Superintendents of construction	1	1,500
		3,500
Total	....	27,800

In respect to these offices, it should be remembered that a section of the act of March 3, 1873, still in force, prescribes:

That all life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury, and to be under his direction.

Agreeable to this legislation, two captains of the Revenue-Cutter Service are now detailed as superintendents of construction. One is stationed at Portland, Oreg., the other at New York City. In order to comply with the law, the superintendent in New York acts with the one stationed at Portland in matters relating to construction work.

These two officers are assisted by the clerks shown in the statement and by assistant superintendents. Of these a few work in the office and the greater number in supervision of construction work in the field.

The activities of the offices of superintendents of construction have been extended beyond the express provision of the act cited. They are now permanently detailed in the foregoing capacity and are charged with the supervision not only of the erection of new stations but also the making of repairs, additions and improvements, the selection, purchase, and the inspection of outfits therefor.

Superintendence of Construction of Lifeboats, Apparatus, etc., New York, N. Y.

This branch of the work is under the charge of one captain, retired, of the Revenue-Cutter Service, who is detailed by Executive order for duty with the Life-Saving Service. His headquarters are in New York, where he is furnished an office in the customhouse. This officer has entire charge of the construction of power lifeboats and surfboats, and repairs thereto, and certain other life-saving apparatus in connection therewith. Power lifeboats are built under contract at Bayonne, N. J., under the personal inspection of this officer, and power surfboats are built under contract at Greenport, Long Island, under the personal supervision of the assistant superintendent of construction, referred to above, and the infrequent periodic inspection of the revenue-cutter officer.

The following statement shows the organization and personnel of this office:

	Number.	Salary.
3. *Superintendence of construction of life boats, apparatus, etc.*		
1. Superintendent (retired captain, United States Revenue-Cutter Service)	1	....
2. Assistant officer in charge	1	$2,220
3. Clerk (class 1)	1	1,200
4. Repairman ($100 per month)	1	1,200
Total	4	4,620

Construction and Maintenance of Telephone Lines.

The Life-Saving Service maintains telephonic communication between many of its stations. These lines make it easy to concentrate the crews of two or more stations at any point where additional force is required. This service is under the supervision of a superintendent

of telephone lines, with headquarters at Newark, N. J. He is assisted by nine linesmen, as shown by the following statement of organization and personnel:

	Number.	Salary.
4. *Construction and maintenance of telephone lines.*		
1. Superintendent of telephone lines	1	$2,000
2. Telephone linesmen ($100 per month each)	9	10,800
Total	10	12,800

STOREHOUSE AND INSPECTION OF LIFE-SAVING STATIONS, NEW YORK, N. Y.

By what appears to be an anomalous arrangement the operation of the general storehouse for the service and the conduct of the work of field inspection are intrusted to the same subdivision of the service.

Section 8 of the act of June 18, 1878, provides:

> That the Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service as may be necessary as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent.

Pursuant to this legislation one officer is detailed as inspector of life-saving stations. Nominally he is the administrative head of the branch. Nine other officers of the same service are detailed as assistant inspectors. The inspection headquarters are maintained in New York City, where the inspector has his office. The inspector makes no inspections personally and his direction and supervision of the assistant inspectors is but nominal. Reports from the assistant inspectors to the general superintendent pass through the inspector's office. The field-inspection work is performed by the assistant inspectors, who are permanently assigned to duty in particular districts with headquarters in their respective headquarters. These officers are given rather wide discretion in the administration of their work. For inspection purposes districts 1 and 2, 3 and 4, 8 and 9, and 10 and 11 are combined.

Article 47 of the regulations makes provision for a quarterly inspection of all stations except those on the Lake coasts, unless it is omitted by direction or consent of the general superintendent. No inspections are made of the stations on the Great Lakes during the first quarters.

These inspections go to the efficiency of the personnel, condition of life-saving apparatus, and general fitness of station and equipment.

In the thirteenth (Pacific coast) district the positions of inspector of life-saving stations and superintendent of construction are combined.

A five-story and basement fireproof building, located at 379, 381, and 383 Washington Street, New York City, is leased by the Life-Saving Service. Here are located the offices of the superintendents of construction of life-saving stations and of the inspector of life-saving stations (the latter official being one of the superintendents of construction) and the main supply and store house of the service.

The inspector of life-saving stations is in charge of the supply house. The office of the inspector of life-saving stations is concerned almost entirely with the handling of stores.

Supplies for the store are purchased upon directions of the general superintendent. The procedure observed in distributing these supplies to the field force is described in the report on the Life-Saving Service by Treasury Department committee (Jan. 16, 1911):

During the early spring district superintendents make annual requisitions covering the estimated needs of life-saving stations for the ensuing fiscal year. Each requisition includes detailed needs for all stations within the district. These requisitions are forwarded to the general superintendent, and after examination are referred to the storehouse for notation as to articles in store. They are then returned to the general superintendent, where action is indicated, the requisitions returned to the storehouse, supplies assembled from store or purchased and shipped to the respective stations.

The service also maintains minor storehouses at Grand Haven, Mich. (for supplying stations on the Great Lakes and one station at the falls of the Chicago River), and one at San Francisco, Cal. (for stations on the Pacific coast). There is one employee at each of these stations. The methods of distributing supplies which prevail at the New York storehouse are observed.

The following statement shows in detail the organization and personnel of this branch of the service:

	Number.	Salary.
5. *Storehouse and inspection of life-saving stations, New York, N. Y.:*		
1. Inspector of life-saving stations (captain, United States Revenue-Cutter Service—detailed)	1	....
2. Assistant inspectors of life-saving stations (officers of the Revenue-Cutter Service—detailed)	9	....
3. Storehouse (general)—		
1. Chief clerk	1	$2,000
2. Assistant to inspector (class 4)	1	1,800
3. Clerk (class 4)	1	1,800
4. Clerk (class 3)	1	1,600
5. Clerk (class 1)	1	1,200
6. Skilled laborer	1	1,000
7. Messenger	1	900
8. Handler and packer	1	900
9. Handler and packer	1	720
10. Janitor	1	800
11. Watchman	1	720
4. Storehouse—Grand Haven—		
1. Shipping clerk ($125 per month)	1	1,500
5. Storehouse—San Francisco—		
1. Shipping clerk ($100 per month)	1	1,200
Total (officers and employees)	23	16,140

Board of Life-Saving Appliances.

The organic act of June 18, 1878, entitled "An act to organize the Life-Saving Service," provides as one of the functions of the general superintendent that it shall be his duty to cause to be properly investigated all plans, devices, and inventions for the improvement of life-saving apparatus for use at the stations which may appear to be meritorious and available.

Pursuant to this authority, the Secretary of the Treasury, by departmental letter of January 3, 1882, constituted a Board of Life-Saving Appliances. This board is composed of seven persons designated and appointed by the Secretary of the Treasury from members of the Life-Saving Service and other branches of the Government service on account of their qualifications for the duties they are to perform. Speaking of the purpose and methods of this board, Report Form 4, of the Department of the Treasury, to the President's Commission on Economy and Efficiency, makes the following statement:

It is the duty of the board to examine, and test if necessary, such plans, devices, and inventions as the general superintendent may submit to it, and by their reports upon such plans, devices, etc., to aid and advise the general superintendent. When plans, devices, etc., are brought to the attention of the general superintendent, the persons submitting them are furnished copies of the printed rules and regulations of the board, which contain instructions as to procedure. The application, drawings, etc., submitted are indexed and receive file numbers, the same as other papers forming part of the general files of the office, and are turned over to the clerk, who keeps charge of them until, at the request of the general superintendent, the president of the board calls a meeting of the members and they are submitted to it for consideration. After the adjournment of the meeting, the findings and recommendations of the board upon the several devices are reported to the general superintendent, who communicates them to the parties who originally submitted the devices. Any further action necessary in these matters is taken by this office and all the correspondence incident thereto is prepared here. The letters calling meetings, authorizing the necessary travel, making changes in the personnel of the board, etc., are written in this office (a miscellaneous clerk being in charge thereof). The board meets usually once a year and its report, with the exception of the daily record of its proceedings, is printed in the annual report of the General Superintendent of the Life-Saving Service.

The personnel of the present board consists of four district superintendents of the Life-Saving Service, one assistant inspector, Superintendent of the United States Coast and Geodetic Survey, and colonel of the United States Army (retired). Its officers are a president and recorder.

Life-Saving Districts and Stations.

The field work of saving life and property in the case of wrecks or ships in jeopardy is performed by 270 life-saving stations and 8 houses of refuge. Each station is in charge of a "keeper," who has the assistance of a "No. 1 surfman" and from 5 to 7 "surfmen." Each house of refuge is in charge of a "keeper," who has no crew.

The keeper is usually selected on the joint recommendation of the assistant inspector and the district superintendent for his special fitness for the position as a man of character, physique, and skill. Only surfmen in the service are eligible for appointment as keepers of life-saving stations. The surfmen are selected from registers of eligible men furnished by the Civil Service Commission. Keepers are required to reside constantly at their station; are intrusted with the care and custody of the station property, for which they are accountable, and govern the station premises. They are captains of their crews, and exercise absolute control over them and lead them, and share their perils on all occasions of rescue. They are also ex officio inspectors of customs. They are also by law guardians of all wrecked property until relieved by the owners or their agents or until instructed as to its disposition.

A daily journal is kept at every station, weekly transcripts of which are sent through the district superintendent to the general superintendent. After a wreck the keeper makes a detailed report thereof.

With reference to the routine observed at the station in the saving of life and property, a continuous lookout is maintained at such stations both by day and night. A beach patrol is conducted during hours of darkness and in foggy or thick weather. Two surfmen are assigned to each night watch, one of whom proceeds on patrol (in the same direction and at the same time) from all stations in the district. The other remains at the station on watch until the return of the first man, when the latter takes station watch and the former commences his patrol in the opposite direction.

The salary of the keepers of stations is $1,000 per annum, that of the keepers of houses of refuge $600 per annum. The No. 1 surfmen receive $70 per month, and the other surfmen $65 per month, while actually employed.

The active season on the Atlantic and Gulf coasts is from August 1 to May 31 (10 months); on the Great Lakes, during the season of navigation (April to December); on the Pacific coast, the entire year. Keepers and crews of life-saving stations are allowed one ration or commutation thereof at 30 cents a day.

Two floating stations are maintained by the Life-Saving Service, one at Louisville, Ky., during the entire year, and the other at City Point, Boston, Mass., from May to November.

The methods employed in the saving of life and property are essentially the same throughout the service. When a vessel is stranded, the waters between the wrecks and the shore are either crossed by a lifeboat sent out from a station or are spanned by strong lines, by means of which a vessel is passed back and forth, conveying the imperiled persons to the shore. Signal warnings are given by the day and night patrol, thus warning ships of danger and preventing wrecks.

The saving of property is accomplished in various ways, as by getting vessels afloat when stranded; extricating vessels from dangerous situations; pumping them out when leaking; running lines between vessels and tugs when it can be done with ordinary boats. By aid of telephone and telegraph lines which are connected with the stations they give maritime exchanges and underwriters early notice of disaster, with information as to the condition of vessels, etc., or they send directly to the nearest available place for tugs or other needed help.

For purposes of administering and supervising these stations the country is divided into 13 districts. At the head of each district is a "district superintendent," who, except in the case of the eighth district, is assisted by a clerk.

The regulations for the government of the Life-Saving Service prescribe that district superintendents must be not less than 25 nor more than 55 years of age; be able to read and write the English language; and be familiar with the line of coast embraced in their districts and conversant with the management of surfboats, lifeboats, and lifesaving apparatus and appliances in general use at life-saving stations. They are appointed after competitive examinations, in which the keepers participate. The general superintendent selects one of the three highest of those who pass, and such candidate is appointed by the Secretary of the Treasury.

The district superintendents are disbursing officers and paymasters for their respective districts and must give bonds. They are also ex officio inspectors of customs. They conduct the general business

of their districts, look after the needs of the stations, make requisition for station supplies, repairs, etc., and upon receipt of authority see that they are furnished. They are required to visit the stations at least once a quarter to acquaint themselves with their condition and on these occasions they pay off the crews and make such other disbursements as are authorized. As inspectors of the customs they look after the interests of the Government in reference to dutiable property wrecked within their jurisdiction and see that the keepers of the stations perform their duties in respect thereto. Their salaries, fixed by the annual appropriation acts, range from $1,900 to $2,200 per annum.

In addition to the personnel above described, the second district has one engineer and one helper at the City Point (Mass.), station, which is a floating station; the fourth district, a supply boat with a pilot; the sixth district, a supply boat with a pilot and an engineer; and the seventh district, a supply boat with a pilot, an assistant pilot, and a deck hand.

In respect to the status of these districts and stations, it is of importance to note that the number and boundaries of the former, and the number and location of the latter are fixed by law. Most of the stations have been established from time to time by specific acts of Congress. In the outline of organization is given detail information regarding these districts and stations. The following statement summarizes information regarding their personnel:

	Number.	Salary.
6. *Life-saving districts and stations.*		
1. Superintendents of districts.		
1. Superintendents (at $2,200)	10	$22,000
2. Superintendents (at $2,000)	2	4,000
3. Superintendent (at $1,900)	1	1,900
		27,900
2. Clerks to district superintendents (at $900, maximum, each)	12	10,800
3. Keepers (of life-saving stations and houses of refuge)	290	276,800
4. Surfmen.		
1. No. 1 (at $70 per month)	268	225,120
2. Other surfmen (at $65 per month each)	1,673	1,204,740
5. Miscellaneous.		
1. Relief Point Light Station—engineer ($80 per month)	1	960
2. Relief Point Steam Launch—City Point ($75 per month)	1	900
3. Elizabeth (pilot, $80 per month)	1	960
4. Delmara (vessel).		
1. Pilot ($70 per month)	1	840
2. Engineer ($60 per month)	1	720
5. Carolina (vessel).		
1. Pilot ($75 per month)	1	900
2. Assistant to pilot ($65 per month)	1	780
3. Deck hand ($50 per month)	1	600
6. Jupiter Inlet Life-Saving Station.		
1. Watchman ($50 per month)	1	600
Total	2,265	7,260
		1,745,360

RECAPITULATION OF PERSONNEL.

In the following statement is given a recapitulation showing the total number of persons employed in the Life-Saving Service and the amount of their compensation. It will be seen from this statement that the total number of persons employed is 2,351 and the aggregate of their salaries and wages $1,854,840.

	Number of employees.	Salary.
1. General administration (office at Washington)	32	$48, 120
2. Construction and repair of life-saving stations	17	27, 800
3. Superintendence of construction of lifeboats	4	4, 620
4. Construction and maintenance of telephone lines	10	12, 800
5. Storehouse and inspection of life-saving stations	23	16, 140
6. Life-saving districts and stations	2, 265	1, 745, 360
Total	2, 351	1, 854, 840

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
2. *Construction and repair of life-saving stations.*	
1. Atlantic and Lake coasts, headquarters, New York, N. Y...	
1. Superintendent of construction (captain U. S. Revenue Cutter Service)................................	
1. Assistant to superintendents of construction, acting as chief clerk..............................	
2. Assistant to superintendents of construction.......	
3. Clerk, class 2....................................	
4. Assistants to superintendents of construction in the field (10).................................	
2. Pacific coast, headquarters, Portland, Oreg................	
1. Superintendent of construction (captain U. S. Revenue Cutter Service)................................	
1. Assistants to superintendents of construction in the field (2)....................................	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
3. *Superintendence of construction of lifeboats, apparatus, etc.; headquarters, New York, N. Y.*	
1. Retired captain U. S. Revenue Cutter Service in charge..	
2. Assistant to officer in charge..........	
3. Clerk, class 1..........	
4. Repairman of motor boats (2)..........	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
4. *Construction and maintenance of telephone lines.*	
1. Superintendent telephone lines, headquarters, Newark, N. J.	
2. Telephone linemen	
1. First and second districts (except the southern islands of Massachusetts), headquarters, Quincy, Mass	
2. Third district, and southern islands of Massachusetts, headquarters, Wakefield, R. I	
3. Fourth district, headquarters, Freeport, N. Y	
4. Fifth district, headquarters, Atlantic City, and Lake Como, N. J	
5. Sixth district, headquarters, Chincoteague Island, Va.	
6. Seventh district, headquarters, Virginia Beach, Va	
7. Tenth, eleventh, and twelfth districts, headquarters, Green Bay, Wis	
8. Thirteenth district, headquarters, Fruitvale, Cal	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
5. *Storehouse and inspection of life-saving stations, New York, N. Y.*	
1. Inspector of life-saving stations (captain U. S. Revenue Cutter Service)........	
1. Storehouse........	
1. Chief clerk........	
2. Clerks, class 4 (2)........	
3. Clerk, class 3........	
4. Clerk, class 1........	
5. Skilled laborer........	
6. Assistant messenger........	
7. Handlers and packers (2)........	
8. Janitor........	
9. Watchman........	
2. Inspection........	
1. Assistant inspectors of life-saving stations (officers of Revenue Cutter Service)........	
1. First and second districts, headquarters, Boston, Mass........	
2. Third and fourth districts, headquarters, Patchogue, N. Y........	
3. Fifth district, headquarters, Red Bank, N. J.	
4. Sixth district, headquarters, Salisbury, Md..	
5. Seventh district, Elizabeth City, N. C........	
6. Eighth and ninth districts, headquarters, Savannah, Ga........	
7. Tenth and eleventh districts, headquarters, Detroit, Mich........	
8. Twelfth district, headquarters, Chicago, Ill..	
9. Thirteenth district, headquarters, Portland, Oreg........	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
6. *Board on life-saving appliances.*[1]	
1. President, superintendent United States Coast and Geodetic Survey, Washington, D. C.	
2. Recorder, superintendent tenth life-saving district, Buffalo, N. Y.	
3. Colonel, Ordnance Department, United States Army (retired), (not fixed).	
4. Lieutenant, United States Revenue-Cutter Service, Washington, D. C.	
5. 4 superintendents of life-saving stations (various places).	

[1] Usually meets once a year in Boston, Mass.

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. *Life-saving districts and stations.*	
1. First district (15 stations), coasts of Maine and New Hampshire; headquarters, Portsmouth, N. H.	253
2. Second district (32 stations), coast of Massachusetts; headquarters, Provincetown, Mass.	254
3. Third district (9 stations), coasts of Rhode Island and Fishers Island, N. Y.; headquarters, Wakefield, R. I.	255
4. Fourth district (33 stations), coast of Long Island; headquarters, Bay Shore, N. Y.	256
5. Fifth district (42 stations), coast of New Jersey; headquarters, Point Pleasant, N. J.	257
6. Sixth district (19 stations), coast between Delaware and Chesapeake Bays; headquarters, Lewes, Del.	258
7. Seventh district (34 stations), coast between Chesapeake Bay and the northern boundary of South Carolina; headquarters, Shawboro, N. C.	259
8. Eighth district (10 stations), coasts of South Carolina, Georgia, and east coast of Florida; headquarters, Jacksonville, Fla.	260
9. Ninth district (8 stations), gulf coast of United States; headquarters, Galveston, Tex.	261
10. Tenth district (13 stations), Lakes Erie and Ontario and a station at Louisville, Ky.	262
11. Eleventh district (18 stations), Lakes Huron and Superior; headquarters, Harbor Beach, Mich.	263
12. Twelfth district (31 stations), Lake Michigan; headquarters, Grand Haven, Mich.	264
13. Thirteenth district (20 stations), coasts of California, Oregon, Washington, and Alaska; headquarters, San Francisco, Cal.	265
NOTE: Each district and each station within a district has practically the same organization. At the head of each district is a district superintendent, who has the assistance of one clerk, except the eighth district. The personnel of each station, with the exceptions noted below, consist of (1) keeper, (2) No. 1 surfman, (3) surfmen.	
Exceptions to foregoing classification: Second district has 1 engineer and 1 helper at City Point Station; fourth district has 1 pilot on district supply boat; sixth district has 1 pilot and 1 engineer on district supply boat; seventh district has 1 pilot, 1 assistant pilot, and 1 deckhand on district supply boat; eighth district has 1 watchman at Jupiter Inlet Station; eighth district has no clerk; eighth district has no keeper and crew at Jupiter Inlet; no crews at the eight houses of refuge; twelfth district has no crew at Beaver Island Station.	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
1. *First district, coasts of Maine and New Hampshire; headquarters, Portsmouth, N. H.*	
1. District superintendent	
1. Clerk	
2. Stations	
1. Quoddy Head, Me., carrying Point Cove	
2. Cross Island, Me., off Machiasport	
3. Great Wass Island, Me., off Jonesport	
4. Cranberry Islands, Me., Little Cranberry Island, off Mount Desert	
5. White Head, Me., on southwest end of White Head Island	
6. Burnt Island, Me., off mouth of St. Georges River	
7. Damiscove Island, Me., on west shore of Damiscove Harbor	
8. Hunniwells Beach, Me., on west side mouth of Kennebec River	
9. Cape Elizabeth, Me., near the lights	
10. Fletchers Neck, Me., Biddeford Pool, Fletchers Neck	
11. Portsmouth Harbor, Me., Wood Island, Portsmouth Harbor	
12. Wallis Sands, N. H., 1¼ miles south of Odiornes Point	
13. Isles of Shoals, Me., on Appledore Island, off Portsmouth	
14. Rye Beach, N. H., north end of Rye Beach	
15. Hampton Beach, N. H., 1½ miles north of Great Boars Head	

	Reference page.

Department of the Treasury.
- 4. Assistant Secretary.
  - 4. Life-Saving Service.
    - 7. Life-saving districts.
      - 2. *Second district, coast of Massachusetts; headquarters, Provincetown, Mass.*
        - 1. District superintendent
          - 1. Clerk
        - 2. Stations
          - 1. Salisbury Beach, Mass., ¾ mile south of State line
          - 2. Newburyport, Mass., north end of Plum Island, mouth of Merrimac River
          - 3. Plum Island, Mass., on Plum Island, 2¼ miles from south end
          - 4. Straitsmouth, Mass., ½ mile west of Straitsmouth Light
          - 5. Gloucester, Mass., Old House cove, westerly side of harbor, 1½ miles from town
          - 6. Nahant, Mass., on the neck, close to Nahant
          - 7. City Point, Mass., floating station, in Dorchester Bay, Boston Harbor
            - 1. Helper
            - 2. Engineer
          - 8. Point Allerton, Mass., 1 mile west of Point Allerton
          - 9. North Scituate, Mass., 2½ miles south of Minots Ledge Light
          - 10. Fourth Cliff, Mass., south end of Fourth Cliff, Scituate
          - 11. Brant Rock, Mass., on Green Harbor Point
          - 12. Gurnet, Mass., 4½ miles northeast of Plymouth
          - 13. Mamomet Point, Mass., 6½ miles southeast of Plymouth
          - 14. Wood End, Mass., ⅛ mile east of light
          - 15. Race Point, Mass., 1⅝ miles northeast of Race Point Light
          - 16. Peaked Hill Bars, Mass., 2½ miles northeast of Provincetown
          - 17. High Head, Mass., 3½ miles northwest of Cape Cod Light
          - 18. Highland, Mass., ⅞ mile northwest of Cape Cod Light
          - 19. Pamet River, Mass., 3½ miles south of Cape Cod Light
          - 20. Cahoons Hollow, Mass., 2½ miles east of Wellfleet.
          - 21. Nauset, Mass., 1¼ miles south of Nauset Lights
          - 22. Orleans, Mass., abreast of Ponchet Island
          - 23. Old Harbor, Mass., ½ mile north of Chatham Inlet
          - 24. Chatham, Mass., 1¼ miles southwest of Chatham Lights
          - 25. Monomoy, Mass., 2¼ miles north of Monomoy Light
          - 26. Monomoy Point, Mass., ¾ mile southwest of Monomoy Light
          - 27. Coskata, Mass., 2¼ miles south of Nantucket (Great Point) Light
          - 28. Surfside, Mass., 2½ miles south of the town of Nantucket

	Reference page.
Department of the Treasury—Continued.	
4. Assistant Secretary—Continued.	
4. Life-Saving Service—Continued.	
7. Life-saving districts—Continued.	
2. *Second district, coast of Massachusetts; headquarters, Provincetown, Mass.*—Continued.	
2. Stations—Continued.	
29. Maddaket, Mass., 6 miles west of Surfside......	
30. Muskeget, Mass., near west end of Muskeget Island	
31. Gay head, Mass., near light..................	
32. Cuttyhunk, Mass., near east end of Cuttyhunk Island	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
3. *Third district, coasts of Rhode Island and Fishers Island, N. Y.; headquarters, Wakefield, R. I.*	
1. District superintendent	
1. Clerk	
2. Stations	
1. Brenton Point, R. I., on Prices Neck, R. I	
2. Narragansett Pier, R. I., northern part of the town.	
3. Point Judith, R. I., near light	
4. Quonochontaug, R. I., 7½ miles east of Watch Hill light	
5. Watch Hill, R. I., near light	
6. Fishers Island, N. Y., west shore of east harbor	
7. Sandy Point, R. I., Block Island, north side, near light	
8. New Shoreham, R. I., east side, near landing	
9. Block Island, R. I., Block Island, west side, near Dickens Point	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
4. *Fourth district, coast of Long Island; headquarters, Bay Shore, N. Y.*	
1. District superintendent	
1. Clerk	
2. Pilot on district supply boat	
2. Stations	
1. Montauk Point, N. Y., at the light (in charge of keeper of Ditch Plain station, no crew)	
2. Ditch Plain, N. Y., 3½ miles southwest of Montauk light	
3. Hither Plain, N. Y., ½ mile southwest of Ford Pond	
4. Napeague, N. Y., abreast of Napeague Harbor	
5. Amagansett, N. Y., abreast of the village	
6. Georgica, N. Y. ,1 mile south of village of East Hampton	
7. Mecox, N. Y., 2 miles south of the village of Bridgehampton	
8. Southampton, N. Y., ¾ mile south of village	
9. Shinnecock, N. Y., 2 miles southeast of Shinnecock light	
10. Tiana, N. Y., 2 miles southwest of Shinnecock light	
11. Quoque, N. Y., ½ mile south of the village	
12. Potunk, N. Y., 1½ miles southwest of Potunk village	
13. Moriches, N. Y., 2½ miles southwest of Speonk village	
14. Forge River, N. Y., 3½ miles south of Moriches	
15. Smiths Point, N. Y., abreast of the point	
16. Bellport, N. Y., 4 miles south of the village	
17. Blue Point, N. Y., 4½ miles south of Patchogue	
18. Lone Hill, N. Y., 8 miles east of Fire Island light	
19. Point of Woods, N. Y., 4 miles east of Fire Island light	
20. Fire Island, N. Y., ½ mile west of Fire Island light	
21. Oak Island, N. Y., east end of Oak Island	
22. Gilgo, N. Y., west end of Oak Island	
23. Jones Beach, N. Y., east end of Jones Beach	
24. Zachs Inlet, N. Y., west end of Jones Beach	
25. Short Beach, N. Y., ½ mile east of Jones Inlet	
26. Point Lookout, N. Y., 2 miles west of New Inlet	
27. Long Beach, N. Y., near west end of long Beach	
28. Far Rockaway, N. Y., Station destroyed by sudden gale while being towed across water to new site	
29. Rockaway, N. Y., near village of Rockaway	
30. Rockaway Point, N. Y., west end of Rockaway Beach	
31. Coney Island, N. Y., Manhattan Beach (not in operation)	
32. Eatons Neck, N. Y., east side entrance to Huntington Bay, Long Island Sound	
33. Rocky Point, N. Y., near Rocky point, Long Island Sound, about 4 miles northerly from Greenport	

Reference page.

Department of the Treasury.
4. Assistant Secretary.
4. Life-Saving Service.
7. Life-saving districts.
5. *Fifth district, coast of New Jersey; headquarters, Point Pleasant, N. J.*
1. District superintendent
1. Clerk
2. Stations
1. Sandy Hook, N. J., on bay side ½ mile south of point of Hook
2. Spermaceti Cove, N. J., 2½ miles south of Sandy Hook light
3. Seabright, N. J., about a mile south of Navesink light
4. Monmouth Beach, N. J., about a mile south of Seabright
5. Long Branch, N. J., Greens Pond
6. Deal, N. J., Asbury Park
7. Shark River, N. J., near the mouth of Shark River
8. Spring Lake, N. J., 2½ miles south of Shark River.
9. Squan Beach, N. J., 1 mile southeast of Squan Village
10. Bayhead, N. J., at the head of Barnegat Bay
11. Mantoloking, N. J., 2½ miles south of head of Barnegat Bay
12. Chadwick, N. J., 5 miles south of head of Barnegat Bay
13. Toms River, N. J., on the beach abreast the mouth of Toms River
14. Island Beach., N. J., 1¼ miles south of Seaside Park
15. Cedar Creek, N. J., 5⅜ miles north of Barnegat Inlet
16. Forked River, N. J., 2 miles north of Barnegat Inlet
17. Barnegat, N. J., south side of Barnegat Inlet
18. Loveladies Island, N. J., 2½ miles south of Barnegat Inlet
19. Harvey Cedars, N. J., 5½ miles south of Barnegat Inlet
20. Ship Bottom, N. J., midway of Long Beach
21. Long Beach, N. J., 1⅜ miles north of Beach Haven
22. Bonds, N. J., 2¼ miles south of Beach Haven
23. Little Egg, N. J., near the light north of inlet
24. Little Beach, N. J., south side of Little Egg Inlet
25. Brigantine, N. J., 5½ miles north of Absecon light
26. South Brigantine, N. J., 3⅛ miles north of Absecon light
27. Atlantic City, N. J., at Absecon light
28. Absecon, N. J., 2¾ miles south of Absecon light
29. Great Egg, N. J., 6¾ miles south of Absecon light.
30. Ocean City, N. J., south side of Egg Harbor Inlet
31. Pecks Beach, N. J., 3½ miles north of Corson Inlet
32. Corson Inlet, N. J., near the inlet, north side
33. Sea Isle City, N. J., 3¼ miles north of Townsend Inlet

	Reference page.
Department of the Treasury—Continued.	
4. Assistant Secretary—Continued.	
4. Life-Saving Service—Continued.	
7. Life-saving districts—Continued.	
5. *Fifth district, coast of New Jersey; headquarters, Point Pleasant, N. J.*—Continued.	
2. Stations—Continued.	
34. Townsend Inlet, N. J., near the inlet, north side.	
35. Avelon, N. J., 3¾ miles southwest from Ludlain Beach light	
36. Tathams, N. J., 2½ miles northeast from Hereford Inlet light	
37. Hereford Inlet, N. J., near Hereford light	
38. Holly Beach, N. J., 6 miles northeast of Cape May City	
39. Two Mile Beach, N. J., 4 miles northeast of Cape May City	
40. Cold Spring, N. J., ½ mile east of Cape May City	
41. Cape May, N. J., near the light	
42. Bay Shore, N. J., 2½ miles west of Cape May City [1].	

[1] In charge of keeper of Cape May station; no crew.

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving stations.	
6. *Sixth district, coast between Delaware and Chesapeake Bays; headquarters, Lewes, Del.*	
1. District superintendent	
1. Clerk	
2. Pilot on district supply boat	
3. Engineer on district supply boat	
2. Stations	
1. Lewes, Del., 2 miles west of Cape Henlopen light	
2. Cape Henlopen, Del., ⅞ mile southerly of Cape Henlopen light	
3. Rehoboth Beach, Del., opposite north end of Rehoboth Bay	
4. Indian River Inlet, Del., north of inlet	
5. Bethany Beach, Del., 7½ miles north of Fenwick light	
6. Fenwick Island, Del., 1½ miles north of light	
7. Isle of Wight, Md., 3 miles south of Fenwick light	
8. Ocean City, Md., at village	
9. North Beach, Md., 10 miles south of Ocean City	
10. Green Run Inlet, Md., 13½ miles northeast of Assateague light	
11. Popes Island, Va., 10 miles northeast of Assateague light	
12. Assateague Beach, Va., 1⅛ miles south of Assateague light	
13. Wallops Beach, Va., 1½ miles south of Chincoteague light	
14. Metomkin Inlet, Va., on Metomkin Beach, near the inlet	
15. Wachapreague, Va., south end of Cedar Island	
16. Parramore Beach, Va., midway of beach	
17. Hog Island, Va., south end of Hog Island	
18. Cobb Island, Va., south end of Cobb Island	
19. Smith Island, Va., at Cape Charles light	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
7. *Seventh district, coast between Chesapeake Bay and the northern boundary of South Carolina; headquarters, Shawboro, N. C.*	
1. District superintendent	
1. Clerk	
2. Pilot on district supply boat	
3. Assistant pilot on district supply boat	
4. Deck hand on district supply boat	
2. Stations	
1. Cape Henry, Va., ¾ mile southeast of Cape Henry light	
2. Virginia Beach, Va., 5½ miles south of Cape Henry light	
3. Dam Neck Mills, Va., 10 miles south of Cape Henry light	
4. Little Island, Va., on beach abreast of North Bay	
5. False Cape, Va., on beach abreast of Back Bay	
6. Wash Woods, N. C., on beach abreast of Knotts Island	
7. Penneys Hill, N. C., 5¾ miles north of Currituck Beach light	
8. Currituck Beach, N. C., ⅞ mile north of Currituck Beach light	
9. Poyners Hill, N. C., 6½ miles south of Currituck Beach light	
10. Caffeys Inlet N. C., 10¾ miles south of Currituck Beach light	
11. Paul Gamiels Hill, N. C., 5 miles north of Kitty Hawk	
12. Kitty Hawk, N. C., on the beach abreast of north end of Kitty Hawk Bay	
13. Kill Devil Hills, N. C., 4½ miles south of Kitty Hawk	
14. Nags Head, N. C., 9 miles north of Oregon Inlet	
15. Bodie Island, N. C., ⅞ mile northeast of Bodie Island light	
16. Oregon Inlet, N. C., ½ mile south of Oregon Inlet	
17. Pea Island, N. C., 2 miles north of New Inlet	
18. New Inlet, N. C., ½ mile south of New Inlet	
19. Chicamacomico, N. C., 5 miles south of New Inlet	
20. Gull Shoal, N. C., 11¾ miles south of New Inlet	
21. Little Kinnakeet, N. C., 11½ miles north of Cape Hatteras light	
22. Big Kinnakeet, N. C., 5½ miles north of Cape Hatteras light	
23. Cape Hatteras, N. C., 1 mile south of Cape Hatteras light	
24. Creeds Hill, N. C., 4 miles west of Cape Hatteras light	
25. Durants, N. C., 3 miles east of Hatteras Inlet	
26. Hatteras Inlet, N. C., 1½ miles west of Hatteras Inlet	
27. Ocracoke, N. C., 3 miles northeast of Ocracoke Inlet	
28. Portsmouth, N. C., northeast end of Portsmouth Island	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
8. *Eighth district, coasts of South Carolina, Georgia, and east coast of Florida; headquarters, Jacksonville, Fla.*	
1. District superintendent	
2. Stations	
1. Sullivans Island, S. C., at Moultrieville, Sullivans Island, at north end of harbor jetty	
2. Bulow, Fla., 20 miles south of Matanzas Inlet	
3. Mosquito Lagoon, Fla., on beach outside the lagoon	
4. Chester Shoal, Fla., 11 miles north of Cape Canaveral	
5. Bethel Creek, Fla., 16 miles north of Indian River Inlet	
6. Indian River Inlet, Fla., south side of inlet	
7. Gilberts Bar, St. Lucie Rocks, 2 miles north of Gilberts Bar Inlet	
8. Jupiter Inlet, Fla.[1]	
9. Fort Lauderdale, Fla., 4 miles north of New River Inlet	
10. Biscayne Bay, Fla., 6 miles north of Norris Cut	

[1] Maintains watchman, but neither keeper nor crew.

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
9. *Ninth district, Gulf coast of the United States; headquarters, Galveston, Tex.*	
1. District superintendent	
1. Clerk	
2. Stations	
1. Santa Rosa, Fla., Santa Rosa Island, 2 miles east of Fort Pickens	
2. Sabine Pass, Tex., west side of pass, south of light	
3. Galveston, Tex., on Pelican Spit, west side of channel entrance	
4. San Luis, Tex., west end Galveston Island	
5. Velasco, Tex., 2¼ miles northeast of mouth of Brazos River	
6. Saluria, Tex., northeast end Matagorda Island	
7. Aransas, Tex., northeast end Mustang Island	
8. Brazos, Tex., north end Brazos Island, entrance to Brazos Santiago	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
10. *Tenth district, Lakes Erie and Ontario and a station at Louisville, Ky.; headquarters, Buffalo, N. Y.*	
1. District superintendent.	
1. Clerk	
2. Stations	
1. Big Sandy, N. Y., north side mouth of Big Sandy Creek, Lake Ontario	
2. Salmon Creek, N. Y. (destroyed by fire)	
3. Oswego, N. Y., east side entrance of Oswego Harbor, Lake Ontario	
4. Charlotte, N. Y., east side entrance of Charlotte Harbor, Lake Ontario	
5. Niagara, N. Y., east side entrance of Niagara River, Lake Ontario	
6. Buffalo, N. Y., south side entrance of Buffalo Harbor, Lake Erie	
7. Erie, Pa., north side entrance Erie Harbor, Lake Erie	
8. Ashtabula, Ohio, west side of Ashtabula Harbor, Lake Erie	
9. Fairport, Ohio, west side entrance of Fairport Harbor, Lake Erie	
10. Cleveland, Ohio, west side entrance of Cleveland Harbor, Lake Erie	
11. Loraine, Ohio, east side entrance Black River, Lake Erie	
12. Marblehead, Ohio, Point Marblehead, near Quarry Docks, Lake Erie	
13. Louisville, Ky., Falls of the Ohio River, Louisville, Ky	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
11. *Eleventh district, Lakes Huron and Superior; headquarters, Harbor Beach, Mich.*	
1. District superintendent	
1. Clerk	
2. Stations	
1. Lake View Beach, Mich., 5 miles north of Fort Gratiot light	
2. Harbor beach, Mich., inside harbor Beach Harbor, Lake Huron	
3. Pointe aux Barques, Mich., near light, Lake Huron	
4. Port Austin, Mich., about 2 miles northeast of Port Austin, and about 2 miles southeast of Port Austin Reef Light, Lake Huron	
5. Tawas, Mich., near light, Lake Huron	
6. Sturgeon Point, Mich., near light, Lake Huron.	
7. Thunder Bay Island, Mich., west end of Island, Lake Huron	
8. Middle Island, Mich., north end of Middle Island, Lake Huron	
9. Hammond, Mich., Hammonds Bay, Lake Huron	
10. Bois Blanc, Mich., about Midway east side of island, Lake Huron	
11. Vermilion, Mich., 10 miles west of Whitefish Point, Lake Superior	
12. Crisps, Mich., 18 miles west of Whitefish Point, Lake Superior	
13. Two Heart River, Mich., near mouth of Two Heart River, Lake Superior	
14. Deer Park, Mich., near Mouth of Sucker River, Lake Superior	
15. Grand Marais, Mich., west of harbor entrance	
16. Marquette, Mich., near light, Lake Superior	
17. Portage, Mich., Old Portage Lake Ship Canal, ¾ mile from north end, on east bank	
18. Duluth, Minn., on Minnesota Point, upper Duluth	

	Reference page.
Department of the Treasury.	
4. Assistant Secretary.	
4. Life-Saving Service.	
7. Life-saving districts.	
12. *Twelfth district, Lake Michigan; headquarters, Grand Haven, Mich.*	
1. District superintendent..............................	
1. Clerk..............................	
2. Shipping clerk..............................	
1. Storehouse..............................	
2. Stations..............................	
1. Beaver Island, Mich., near light (no crew employed)..............................	
2. Charlevoix, Mich., south side of harbor entrance.	
3. North Manitou Island, Mich., near Pickards Wharf..............................	
4. South Manitou Island, Mich., near light, Lake Michigan..............................	
5. Sleeping Bear Point, Mich., near Glenhaven, Mich..............................	
6. Point Betsie, Mich., near light..............................	
7. Frankfort, Mich., south side entrance of harbor..	
8. Manistee, Mich., north side entrance of harbor..	
9. Grande Pointe au Sable, Mich., 1 mile south of light..............................	
10. Ludington, Mich., north side entrance of harbor.	
11. Pentwater, Mich., north side entrance of harbor.	
12. White River, Mich., north side entrance of White Lake..............................	
13. Muskegon, Mich., south side entrance of harbor, Port Sherman..............................	
14. Grand Haven, Mich., north side entrance of harbor..............................	
15. Holland, Mich., in the harbor, south side.......	
16. South Haven, Mich., north side entrance of harbor..............................	
17. St. Joseph, Mich., in the harbor, north side....	
18. Michigan City, Ind., east side entrance of harbor.	
19. South Chicago, Ill., north side entrance of Calumet Harbor..............................	
20. Jackson Park, Ill., about 7 miles south by east of Chicago River light..............................	
21. Old Chicago, Ill., in the harbor..............................	
22. Evanston, Ill., on the Northwestern University grounds..............................	
23. Kenosha, Wis., in the harbor, on Washington Island..............................	
24. Racine, Wis., in the harbor, adjoining light....	
25. Milwaukee, Wis., near entrance of harbor, south side..............................	
26. Sheboygan, Wis., entrance to harbor, north side.	
27. Two Rivers, Wis., north side entrance of harbor.	
28. Kewaunee, Wis., north side entrance of harbor.	
29. Sturgeon Bay Canal, Wis., eastern entrance of canal, north side..............................	
30. Baileys Harbor, Wis., on easterly side of harbor.	
31. Plum Island, Wis., near northeast point of island, 2 miles northwest of Pilot Island light.	

Reference page.

Department of the Treasury.
- 4. Assistant Secretary.
  - 4. Life-Saving Service.
    - 7. Life-saving districts.
      - 13. *Thirteenth district, coasts of California, Oregon, Washington, and Alaska; headquarters, San Francisco, Cal.*
        - 1. District superintendent
          - 1. Clerk
          - 2. Shipping clerk
            - 1. Storehouse
        - 2. Stations
          - 1. Nome, Alaska, at Nome
          - 2. Baaddah Point, Wash., opposite south end of Waaddah Island, Neah Bay, 7 miles east of Cape Flattery light
          - 3. Grays Harbor, Wash., just south of Grays Harbor light
          - 4. Willapa Bay, Wash., near lighthouse boat landing.
          - 5. Ilwaco Beach, Wash., 13 miles north of Cape Disappointment
          - 6. Cape Disappointment, Wash., Bakers Bay, ½ mile northeast of light
          - 7. Point Adams, Oreg., ¾ mile southeast of Fort Stevens
          - 8. Tillamook Bay, Oreg., north side of entrance of Tillamook Bay
          - 9. Yaquina Bay, Oreg., north side of harbor entrance
          - 10. Umpqua River, Oreg., near entrance of river, north side
          - 11. Coos Bay, Oreg., Coos Bay, north side
          - 12. Coquille River, Oreg., in town of Bandon
          - 13. Humboldt Bay, Cal., near old lighthouse tower north side entrance, Humboldt Bay
          - 14. Arena Cove, Cal., 3 miles southeast from Point Arena light
          - 15. Point Reyes, Cal., 3½ miles north of light
          - 16. Bolinas Bay, Cal. (destroyed by fire)
          - 17. Point Bonita, Cal., near point Bonita light
          - 18. Fort Point, Cal., ¾ mile east of light
          - 19. Golden Gate, Cal., on beach in Golden Gate Park, San Francisco, ¾ mile south Point Lobos.
          - 20. Southside, Cal., 3¾ miles south of Golden Gate Life-Saving Station

COMPILATION OF LAWS RELATING TO THE LIFE-SAVING SERVICE.

The following compilation is taken from the report on the Life-Saving Service made to the Secretary of the Treasury by a special committee in 1911. The compilation does not include the provisions of law establishing the districts, life-saving stations, and houses of refuge.

[Section 4242, Revised Statutes.]

The Secretary of the Treasury may establish such stations on the coasts of Long Island and New Jersey, for affording aid to shipwrecked vessels thereon, and may make such changes in the location of the existing stations, and make such repairs and furnish such apparatus and supplies, as may, in his judgment, be best adapted to the preservation of life and property from such shipwrecked vessels.

[Section 4249, Revised Statutes.]

* * * *Provided*, That all life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury, and to be under his direction.

AN ACT To provide for the establishment of life-saving stations and houses of refuge upon the sea and lake coasts of the United States, and to promote the efficiency of the Life-Saving Service.

[Approved June 20, 1874. (18 Stat., 125.)]

SEC. 7. That the Secretary of the Treasury is hereby directed to cause to be prepared medals of honor, with suitable devices, to be distinguished as life-saving medals of the first and second class which shall be bestowed upon any persons who shall hereafter endanger their own lives in saving or endeavoring to save lives from perils of the sea, within the United States, or upon any American vessel: *Provided*, That the medal of the first class shall be confined to cases of extreme and heroic daring; and that the medal of the second class shall be given in cases not sufficiently distinguished to deserve the medal of the first class: *Provided also*, That no award of either medal shall be made to any person until sufficient evidence of his deserving shall have been filed with the Secretary of the Treasury and entered upon the records of the department.

SEC. 8. That the Secretary of the Treasury is hereby authorized to make all necessary regulations for the government of the Life-Saving Service not inconsistent with law.

SEC. 9. That the Secretary of the Treasury is hereby authorized to dispose of, to the best advantage, after due condemnation by board of survey, such articles or materials belonging to the Life-Saving Service as may, from long-continued use or other cause, become unserviceable, and the proceeds of such sale shall be covered into the Treasury.

SEC. 10. That from and after the first day of July, eighteen hundred and seventy-four, whenever any vessel of the United States has sustained or caused any accident involving the loss of life, the material loss of property, or any serious injury to any person, or has received any material damage affecting her seaworthiness or her efficiency, the managing owner, agent, or master of such vessel shall within five days after the happening of such accident or damage, or as soon thereafter as possible, send, by letter to the collector of customs of the district wherein such vessel belongs, or of that within which such accident or damage occurred, a report thereof, signed by such

owner, agent, or master, stating the name and official number (if any) of the vessel, the port to which she belongs, the place where she was, the nature and probable occasion of the casualty, the number and names of those lost, and the estimated amount of loss or damage to the vessel's cargo; and shall furnish, upon the request of either of such collectors of customs, such other information concerning the vessel, her cargo, and the casualty as may be called for; and if he neglect or refuse to comply with the foregoing requirements after a reasonable time, he shall incur a penalty of one hundred dollars.

SEC. 12. That it shall be the duty of the collectors of customs to immediately transmit to the Secretary of the Treasury such reports and information as they may receive under the provisions of the two preceding sections, and they shall also report to the Secretary of the Treasury any neglects or refusal on the part of the managing owner, agent, or master of any vessel of the United States to comply with the requirements thereof.

AN ACT Making appropriations for sundry civil expenses for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes.

[Approved July 31, 1876. (19 Stat., 107.)]

* * * And the person in immediate charge of the Life-Saving Service, under the direction of the Secretary of the Treasury, shall make a report annually to the Secretary of the Treasury showing the manner in which all moneys appropriated for the maintenance of said service shall have been expended, and setting forth specifically the operations of said service during the year; and said report shall be transmitted to Congress with the papers accompanying the annual finance report.

AN ACT To organize the Life-Saving Service.

[June 18, 1878. (20 Stat., 163.)]

SEC. 3. That all moneys received from the sale of old stations and equipments and other material condemned by a board of survey as unserviceable may be expended in rebuilding or improving and equipping stations.

SEC. 6. That the President of the United States may, by and with the consent of the Senate, appoint a suitable person, who shall be familiar with the various means employed in the Life-Saving Service for the saving of life and property from shipwrecked vessels, as General Superintendent of the Life-Saving Service, who shall, under the immediate direction of the Secretary of the Treasury, have general charge of the service and of all administrative matters connected therewith, and whose compensation shall be at the rate of four thousand dollars per annum; and the Secretary of the Treasury is authorized to appoint an assistant to the general superintendent, whose compensation shall be two thousand five hundred dollars.

SEC. 7. That it shall be the duty of the general superintendent to supervise the organization and government of the employees of the service; to prepare and revise regulations therefor as may be necessary; to fix the number and compensation of surfmen to be employed at the several stations within the provisions of law; to supervise the expenditures of all appropriations made for the support and maintenance of the Life-Saving Service; to examine the accounts of disbursements of the district superintendents and to certify the same to the accounting officers of the Treasury Department; to examine the

property returns of the keepers of the several stations, and see that all public property thereto belonging is properly accounted for; to acquaint himself, as far as practicable, with all means employed in foreign countries which may seem to advantageously affect the interest of the service and to cause to be properly investigated all plans, devices, and inventions for the improvement of life-saving apparatus for use at the stations, which may appear to be meritorious and available; to exercise supervision over the selection of sites for new stations the establishment of which may be authorized by law, or for old ones the removal of which may be made necessary by the encroachment of the sea or by other causes; to prepare and submit to the Secretary of the Treasury estimates for the support of the service; to collect and compile the statistics of marine disasters contemplated by the act of June twentieth, eighteen hundred and seventy-four; and to submit to the Secretary of the Treasury, for transmission to Congress, an annual report of the expenditure of the moneys appropriated for the maintenance of the Life-Saving Service, and of the operations of said service during the year.

SEC. 8. That the Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service, as may be necessary, to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent.

SEC. 9. That upon the occurrence of any shipwreck within the scope of the operations of the Life-Saving Service, attended with loss of life, the general superintendent shall cause an investigation of all the circumstances connected with said disaster and loss of life to be made, with a view of ascertaining the cause of the disaster; and whether any of the officers or employees of the service have been guilty of neglect or misconduct in the premises; and any officer or clerk in the employment of the Treasury Department who may be detailed to conduct such investigation, or to examine into any alleged incompetency or misconduct of any of the officers or employees of the Life-Saving Service, shall have authority to administer an oath to any witness attending to testify or depose in the course of such investigation.

SEC. 12. That the Secretary of the Treasury is hereby authorized to bestow the life-saving medal of the second class upon persons making such signal exertions in rescuing and succoring the shipwrecked, and saving persons from drowning, as, in his opinion, shall merit such recognition.

AN ACT To promote the efficiency of the Life-Saving Service, and to encourage the saving of life from shipwreck.

[Approved May 4, 1882. (22 Stat., 55.)]

SEC. 4. That hereafter all district superintendents of life-saving stations shall be disbursing officers and paymasters for their respective districts, and shall give such bonds as the Secretary of the Treasury may require, and shall have the powers and perform the duties of inspectors of customs; and the compensation of the superintendents in the districts herein named shall be as follows: * * *

SEC. 7. That if any keeper or member of a crew of a life-saving or lifeboat station shall be so disabled by reason of any wound or injury received or disease contracted in the Life-Saving Service in

the line of duty as to unfit him for the performance of duty, such disability to be determined in such manner as shall be prescribed in the regulations of the service, he shall be continued upon the rolls of the service, and entitled to receive his full pay during the continuance of such disability, not to exceed the period of one year, unless the general superintendent shall recommend, upon a statement of facts, the extension of the period through a portion or the whole of another year, and said recommendation receive the approval of the Secretary of the Treasury as just and reasonable; but in no case shall said disabled keeper or member of a crew be continued upon the rolls or receive pay for a longer period than two years.

SEC. 9. That the life-saving medals of the first and second class authorized by the provisions of the seventh section of the act of July twentieth, eighteen hundred and seventy-four, shall be hereafter designated as the gold and silver life-saving medals respectively, and any person who has received or may hereafter receive either of said medals under the provisions of said section, or the twelfth section of the act of June eighteenth, eighteen hundred and seventy-eight, and who shall again perform an act which would entitle him to a medal of the same class under said provisions, shall receive, and the Secretary of the Treasury is hereby authorized to award, in lieu of a second medal, a bar, suitably inscribed, of the same metal to which said person would be entitled, to be attached to a ribbon of such description as the Secretary of the Treasury may prescribe, which may be fastened to the medal already bestowed upon said person; and for every such additional act an additional bar may be added. And the Secretary of the Treasury is hereby authorized, in his discretion, whenever any person becomes entitled to a bar representing a gold medal, to award him, in addition to said bar, such token as it is customary to award in acknowledgment of the services of masters and crews of foreign vessels in rescuing American citizens from shipwreck.

SEC. 10. That the appointment of district superintendents, inspectors, and keepers and crews of life-saving stations shall be made solely with reference to their fitness, and without reference to their political or party affiliations.

* * * And nothing in section four of the act shall be construed to prevent the Secretary of the Treasury from detailing one officer of the Revenue-Marine Service for duty in the office of the Life-Saving Service * * *. [Approved August 5, 1882. (22 Stat., 229.)]

* * * And hereafter nothing in section four of the act approved August fifth, eighteen hundred and eighty-two, entitled "An act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and eighty-three, and for other purposes," shall be construed to prevent the Secretary of the Treasury from detailing not exceeding two officers of the Revenue-Marine Service for duty in the office of the Life-Saving Service. [Approved February 26, 1889. (25 Stat., 719.)]

AN ACT To amend section five of the act approved June eighteenth, eighteen hundred and seventy-eight, entitled, "An act to organize the Life-Saving Service."

[Approved Aug. 3, 1894. (28 Stat., 225.)]

SEC. 5. That hereafter the life-saving stations upon the Atlantic and Gulf coasts at which crews are employed shall be manned and the

stations opened for active service on the first day of August in each year, and so continued until the first day of June succeeding, and upon the Lake coasts from the opening to the close of navigation, except such stations as in the discretion of the Secretary of the Treasury are not necessary to be manned during the full period specified; and the crews shall reside at the stations during said periods: *Provided*, That all such surfmen as serve more than eight months shall receive sixty dollars per month during their entire service.

AN ACT To fix the compensation of district superintendents in the Life-Saving Service.

[Approved June 28, 1902. (32 Stat., 484.)]

* * * *Provided, however*, That in case the Secretary of the Treasury deems it necessary for any superintendent to employ a clerk, he may allow a sum not exceeding five hundred dollars per annum for the compensation of such clerk in addition to the salary paid to the superintendent.

AN ACT To increase the efficiency of the personnel of the Life-Saving Service of the United States.

[Approved Mar. 26, 1908. (35 Stat., 46.)]

SEC. 3. That section eight of the act of May fourth, eighteen hundred and eighty-two, entitled "An act to promote the efficiency of the Life-Saving Service and to encourage the saving of life from shipwreck," is hereby amended to read as follows:

"SEC. 8. That if any keeper or member of a crew of a life-saving station shall hereafter die by reason of perilous service or any wound or injury received or disease contracted in the Life-Saving Service in the line of duty, leaving a widow, or a child or children under sixteen years of age, or a dependent mother, such widow and child or children and dependent mother shall be entitled to receive, in equal portions, during a period of two years, under such regulations as the Secretary of the Treasury may prescribe, the same amount, payable quarterly as far as practicable, that the husband or father or son would be entitled to receive as pay if he were alive and continued in the service: *Provided*, That if the widow shall remarry at any time during the said two years her portion of said amount shall cease to be paid to her from date of her remarriage, but shall be added to the amount to be paid to the remaining beneficiaries under the provisions of this section, if there be any; and if any child shall arrive at the age of sixteen years during the said two years, the portion of such child shall cease to be paid to such child from the date on which such age shall be attained, but shall be added to the amount to be paid to the remaining beneficiaries, if there be any."

REGULATIONS OF THE SERVICE.

The regulations of the service are published in a volume entitled "Revised Regulations for the Government of the Life-Saving Service of the United States and the Laws upon which They are Based, 1884." These regulations have been amended from time to time, but apparently not to a sufficient extent to necessitate the printing of a new edition. As these documents are readily available in printed form they are not reproduced here.

SUMMARY OF EXPENDITURES OF THE SERVICE, FISCAL YEAR 1911.

Item			
1. *The Washington office:*			
Salaries		$46,252.77	
Rent		5,136.00	
Printing and binding		3,421.59	
Furniture and equipment		209.78	
Stationery and incidentals		374.70	
Traveling expenses		1,062.80	
			$56,457.64
2. *Construction and repair of life-saving stations:*			
Headquarters, New York City—			
Superintendent construction		3,541.66	
Assistant superintendents of construction		21,646.66	
Traveling expenses		4,210.08	
Totals overhead		29,398.40	
Construction work—			
Rebuilding	$119,115.51		
New buildings	36,958.57		
Protection of stations	3,169.32		
Sites for stations	2,286.39		
		161,529.79	
			190,928.19
3. *Superintendence of the construction of lifeboats, apparatus, etc.:*			
Headquarters, New York City—			
Salaries		3,420.00	
Telephones		72.61	
Traveling expenses		1,650.09	
		5,142.70	
Construction and repair work—			
Repairs to apparatus	$14,845.48		
New apparatus	116,358.46		
Repair motor boats	1,250.00		
Plans for lifeboats	186.00		
		132,639.94	
			137,782.64
4. *Superintendence of the construction and maintenance of telephone lines:*			
Headquarters, Newark, N. J.—			
Salary, superintendent		2,000.00	
Salary and wages of linemen		11,839.50	
Traveling expenses. linemen		2,468.28	
Phone rent, Newark		30.00	
		16,337.78	
Maintenance and installation of lines		14,663.83	
			31,001.61
5. *Storehouse and inspection of life-saving stations:*			
Headquarters, New York City—			
Salaries		14,000.00	
Traveling expenses, revenue-cutter officers		4,334.62	
Rent, New York offices		8,000.00	
Rent, offices Revenue-Cutter Service, assistant inspectors		395.00	
Rent, telephones, New York		90.92	
Rent, telephones, Revenue-Cutter Service, assistant inspectors' offices		268.97	
Incidental expenses, New York		154.78	
Incidental expenses, assistant inspectors, Revenue-Cutter Service		16.79	
Commutation of quarters and heat and light to officers of the Revenue-Cutter Service		11,257.51	
Travel, medical officers, Revenue-Cutter Service		112.30	
			38,630.89

Item			
6. *Board of life-saving appliances:*			
Traveling expense		$734.67	
Incidental expense		75.00	
			$809.67
7. *District offices and life-saving stations and houses of refuge:*			
(a) District offices—			
Salaries	$35,191.67		
Traveling expense	3,018.09		
Rent	1,075.00		
Incidentals	6.24		
		39,291.00	
(b) Supply boats—			
Salaries	4,576.00		
Rent, wharf	7.50		
		4,583.50	
(c) Store depots—			
Grand Haven, Mich.—			
Salaries	$1,200.00		
Rent	720.00		
San Francisco, rent	840.00		
		2,760.00	
(d) Stations and houses of refuge—			
Salaries of keepers and surfmen	1,479,379.56		
Rations	196,919.30		
Salaries, station boats	1,486.00		
Books	1,924.88		
Care stations	749.38		
Draft animals	18,055.33		
Equipment	14,759.55		
Freight	10,826.69		
Fuel and water	35,453.12		
Furniture	7,209.17		
Rent	499.17		
Subsistence	105.80		
Supplies	32,236.60		
Telephones (rent)	3,938.11		
Miscellaneous expenses	940.48		
Medals	1,710.81		
Transportation of apparatus	498.24		
		1,806,692.19	
Pensions to disabled keepers and surfmen and widows of same		64,475.12	
			1,917,801.81
Total expenditures			2,373,412.45

APPROPRIATIONS FOR THE SERVICE, FISCAL YEAR 1912.

AN ACT Making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and twelve, and for other purposes.

OFFICE OF LIFE-SAVING SERVICE: General Superintendent of the Life-Saving Service; four thousand dollars and five hundred dollars additional while the office is held by the present incumbent; assistant general superintendent, two thousand five hundred dollars; principal clerk, two thousand dollars; title and contract clerk, two thousand dollars; topographer and hydrographer, one thousand eight hundred dollars; civil engineer, one thousand eight hundred dollars; draftsman, one thousand five hundred dollars; three clerks of class four; five clerks of class three; four clerks of class two; five clerks of class one; three clerks, at one thousand dollars each; two clerks, at nine hundred dollars each; messenger; assistant messenger; laborer; in all, forty-eight thousand one hundred and twenty dollars.

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and twelve, and for other purposes.

LIFE-SAVING SERVICE: For salaries of superintendents for the life-saving stations, as follows:

For one superintendent for the coasts of Maine and New Hampshire, two thousand two hundred dollars;

For one superintendent for the coast of Massachusetts, two thousand two hundred dollars;

For one superintendent for the coasts of Rhode Island and Fishers Island, two thousand dollars;

For one superintendent for the coast of Long Island, two thousand two hundred dollars;

For one superintendent for the coast of New Jersey, two thousand two hundred dollars;

For one superintendent for the coasts of Delaware, Maryland, and Virginia, two thousand two hundred dollars;

For one superintendent for the coasts of Virginia and North Carolina, two thousand two hundred dollars;

For one superintendent for the life-saving stations and for the houses of refuge on the coasts of South Carolina, Georgia, and Florida, one thousand nine hundred dollars;

For one superintendent for the life-saving and lifeboat stations on the coast of the Gulf of Mexico, two thousand dollars;

For one superintendent for the life-saving and lifeboat stations on the coasts of Lakes Ontario and Erie, two thousand two hundred dollars;

For one superintendent for the life-saving and lifeboat stations on the coasts of Lakes Huron and Superior, two thousand two hundred dollars;

For one superintendent for the life-saving and lifeboat stations on the coast of Lake Michigan, two thousand two hundred dollars;

For one superintendent for the life-saving and lifeboat stations on the coasts of California, Oregon, Washington, and Alaska, two thousand two hundred dollars; in all, twenty-seven thousand nine hundred dollars.

For salaries of two hundred and ninety keepers of life-saving and lifeboat stations and of houses of refuge, two hundred and seventy-six thousand eight hundred dollars.

For pay of crews of surfmen employed at the life-saving and lifeboat stations, including the old Chicago station, at the rate of seventy dollars per month each for the number one surfman in each station, and at the rate of sixty-five dollars per month for each of the other surfmen during the period of actual employment, and three dollars per day for each occasion of service at other times; rations or commutation thereof for keepers and surfmen; compensation of volunteers at life-saving and lifeboat stations for actual and deserving service rendered upon any occasion of disaster or in any effort to save persons from drowning, at such rate, not to exceed ten dollars for each volunteer, as the Secretary of the Treasury may determine; pay of volunteer crews for drill and exercise; compensation of twelve clerks to district superintendents, one to each of the district superintendents except that of the eighth district, at such rate as the Secretary of the Treasury may determine, not to exceed nine hundred dollars each, and persons now serving as clerks to district superin-

tendents may be promoted to a higher rate of pay within the sum named, as the Secretary of the Treasury may direct; fuel for stations and houses of refuge; repairs and outfits for same; rebuilding and improvement of same, including use of additional land where necessary; supplies and provisions for houses of refuge and for shipwrecked persons succored at stations; traveling expenses of officers under orders from the Treasury Department; commutation of quarters and allowance for heat and light for officers of the Revenue-Cutter Service detailed for duty in the Life-Saving Service; for carrying out the provisions of sections seven and eight of the act approved May fourth, eighteen hundred and eighty-two; for draft animals and their maintenance; for telephone lines and care of same; and contingent expenses, including freight, storage, rent, repairs to apparatus, labor, medals, stationery, newspapers for statistical purposes, advertising, and all other necessary expenses not included under any other head of life-saving stations on the coasts of the United States, two million and thirty-five thousand four hundred and twenty dollars.

For establishing new life-saving stations and lifeboat stations on the sea and lake coasts of the United States, authorized by law, to be available until expended, twenty thousand dollars.

Recapitulation.

Salaries of office force	$48,120
Salaries of superintendents and keepers	304,700
Crews and expenses, including supplies, rent, repairs, etc	2,035,420
New stations	20,000
	2,408,240

BIBLIOGRAPHY OF THE SERVICE.

1. Annual Reports of the United States Life-Saving Service. Treasury Department.
2. Revised Regulations for the Government of the Life-Saving Service of the United States, and the Laws upon which they are Based. Treasury Department. Washington. 1884.
3. Official Register of the United States Life-Saving Service July 1, 1910, With Post Office Addresses. Treasury Department. Washington. 1910.
4. Organization and Methods of the United States Life-Saving Service. S. I. Kimball. 33 pp. Treasury Department. Washington. 1894. (A description of the organization and methods of the service, with an estimate of its effectiveness, by the "father" of the system.)
5. Manuscript Report on the Life-Saving Service. Treasury Department Committee. Washington. 1911.
   1. Report of Committee, January 16, 1911.
   2. Comments on the Report of the Committee Appointed to Investigate the Conduct of Business in the Life-Saving Service, March 25, 1911.
   3. Memorandum of Committee in Reply thereto, April 1, 1911.
   4. Supplementary Letter of General Superintendent of the Life-Saving Service, April 14, 1911.
   5. Reply of General Superintendent to Memorandum of Committee, April 21, 1911.
6. Report of the Secretary of the Treasury. 34th Cong., 3d sess. Senate Ex. Doc. 53. Washington. 1857. (Summarizes previous action in regard to Establishment of stations and purposes for which expenditure of appropriations has been made.)
7. Letter from the Secretary of the Treasury. 42d Cong., 2d sess. Senate Ex. Doc. 22. Washington. 1872. (Contains report by Capt. Fune on organization, duties, and condition of work of the service.)
8. The Life-Saving Service. 45th Cong., 2d sess. House Rept. 426. Washington. 1878. (Outlines history; suggests necessary changes and gives arguments in their favor.)
9. Efficiency of the Life-Saving Service. 47th Cong., 1st sess. House Rept. 470. Washington. 1882. (Explanation of need and purposes of the bill with reasons for his recommendations by the general superintendent.)

10. Methods of Business in the Executive Departments. Cockrell Commission. 50th Cong., 1st sess. Senate Repts., 4 vols. Vol. II. Washington. 1887–88. (Covers history, organization, methods of business, and duties of the office.)
11. The Life-Saving Service. 50th Cong., 2d sess. Ex. Doc. 48. Washington. 1889. (Letter from Secretary of Treasury in re relief to whaling and fishing vessels in Bering Sea or Arctic Ocean.)
12. The Life-Saving Service. 52d Cong., 1st sess. House Rept. 508. Washington. 1892. (Summarizes previous bills for increasing the salaries of employees and recommends with reasons present bill.)
13. Joint Commission to Inquire into Status of the Laws Organizing the Executive Departments. Report of Dockery Commission. 53d Cong., 1st sess. House Rept. 49. Washington. 1893. (References to laws in re appropriations for and creation of service and recommended changes in system of auditing accounts of the bureau.)
14. Claims of W. A. Newell. 55th Cong., 2d sess. Senate Doc. 270. Washington. 1898. (An argument against the claims of W. A. Newell as originator of system by General Superintendent S. I. Kimball.)
15. District Superintendents, Life-Saving Service. 56th Cong., 2d sess. Senate Rept. 1775. (Regarding increase of salaries with final argument by general superintendent presented by Mr. Frye, of the Committee on Commerce.)
16. Compensation of District Superintendents, Life-Saving Service. 57th Cong., 1st sess. House Rept. 2046. Washington. 1902. (Development and consequent increased cost of Life-Saving Service.)
17. Efficiency of the Life-Saving Service. 59th Cong., 1st sess. Senate Rept. 599 and 808. Washington. 1906. (Recommendation from the Committee on Commerce to make service more attractive. Also there is contained a description of organization, present difficulties, and arguments for and against suggested changes by the general superintendent.)
18. Efficiency of the Personnel of the Life-Saving Service. 60th Cong., 1st sess. House Rept. 1112. Washington. 1908. (Contains proposed legislation for pension of surfmen dying as result of injury received in the service.)
19. Message of the President relating to Pensions for Life-Saving Service. 60th Cong., 1st sess. Senate Doc. 203. Washington. 1908. (Favoring pensioning of Life-Saving Service employees.)
20. Increasing the Efficiency of the Personnel of the Life-Saving Service. 60th Cong., 1st sess. Senate Rept. 334. Washington. 1908. (Includes argument of General Superintendent Kimball favoring increased salaries.)
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EXHIBIT No. 4A.

CONTENTS.

HISTORY, ORGANIZATION, AND ACTIVITIES OF THE BUREAU OF LIGHTHOUSES.

HISTORY.

The history of the Lighthouse Service of the United States is almost coincident with that of the United States itself. It became an administrative unit of the Government by act of Congress approved August 7, 1789 (1 Stat., 53). This act accepted title to, and joint jurisdiction over, the eight lighthouses which had been established and maintained by the maritime colonies and provided:

> That all expenses that shall accrue from and after the fifteenth day of August, seventeen hundred and eighty-nine, in the necessary support, maintenance, and repairs of all lighthouses, buoys, and public piers erected, placed, or sunk before the passing of this act at the entrance of or within any bay, harbor, or port of the United States for rendering the navigation thereof safe and easy shall be defrayed out of the Treasury of the United States.

Since that date all jurisdiction over and maintenance of lighthouses and aids to navigation for the protection of commerce have been in the National Government.

The control and administrative supervision of this activity was at the outset vested in the Secretary of the Treasury. Until 1820 it was under either the direct control of the Secretary himself or the Commissioner of Revenue, who, from 1792 to 1802, inclusive, and again from 1813 to 1820, exercised immediate jurisdiction over this service. On July 1, 1820, the duties of superintending and managing the lighthouse establishments was assigned to Stephen Pleasanton, who was at that time Fifth Auditor of the Treasury Department and who, it is said, "had sole charge of the Lighthouse Service of the United States for nearly 40 years." He was popularly known as the general superintendent of lights. In the course of his administration he entered into an agreement with private parties to keep all the lighthouses in repair and filled up with supplies for the maintenance of light for five years from January 1, 1833, and again made a similar contract for such purchases for five years from January 1, 1838.

At first the field service of the Lighthouse Establishment had no distinctive organization, the collectors of customs acting as local superintendents of lights within their customs districts. By act of July 7, 1835, however, Congress authorized the division of the lighthouse system into districts. Pursuant to this legislation, in 1838 the Atlantic and Lake coasts were divided into districts and a naval officer assigned to each. A general inspection of the lighthouse system by naval officers was also provided for by this act.

In June, 1845, two officers of the Navy, Lieuts. Thornton A. Jenkins and Richard Bache, were detailed by the Secretary of the Treasury to visit Great Britain and France "to procure information which might tend to the improvement of the lighthouse system of the United States."

In May, 1851, pursuant to the act of Congress of March 3, 1851, the Secretary of the Treasury appointed a board of officers to investigate and make a detailed report as to the condition and needs of the Lighthouse Establishment, to guide legislation in extending and improving it.

In 1852, as a result of the several investigations previously conducted, and following the recommendation of the report of this board, Congress passed the act of August 31 of that year, which completely reorganized the administrative system of the service. This act, following the systems existing in France, provided for a "Lighthouse Board," composed of the Secretary of the Treasury as president, three naval officers, three engineer officers of the Army, and two civilians of high scientific attainments, that should have the immediate direction and control of the service. At the same time two new districts were established on the Pacific coast.

The act of February 14, 1903, creating the Department of Commerce and Labor, transferred the service from the Treasury to that department, and the Secretary of Commerce and Labor succeeded to the authority vested in the Secretary of the Treasury under the then existing legislation.

This scheme of organization, under which general authority and direction was vested in a board instead of in a single-headed bureau, formed a marked exception to the prevailing system of organization

for the performance of administrative work. In operation it proved to be exceedingly cumbersome, expensive, and inefficient. On June 17, 1910, Congress accordingly passed an act abolishing the board and creating the present Bureau of Lighthouses, to have charge of the service. This act, which is entitled "An act to authorize additional aids to navigation and to provide for a Bureau of Lighthouses in the Department of Commerce and Labor, and for other purposes," constitutes the organic act under which the service is now operating.

FUNCTIONS OR ACTIVITIES OF THE SERVICE.

The duties of the Bureau of Lighthouses are described in general terms by the act of June 17, 1910, in the following words:

> The Commissioner of Lighthouses shall, under the direction and control of the Secretary of Commerce and Labor, have charge and control of the construction, maintenance, repair, illumination, inspection, and superintendence of lighthouse depots, supply stations, light and signal stations, lighthouses, light vessels, light marks, post-lantern lights, and seamarks and their appendages, and generally of the Lighthouse Service; and the charge and custody of all the archives, books, documents, drawings, models, returns, apparatus, and other things appertaining to the Lighthouse Establishment.

This service, it should be noted, embraces not only the seacoasts and navigable rivers of the United States, but the coasts of Porto Rico, Hawaii, Alaska, and the naval stations in Cuba. It does not, however, extend to the Philippine Islands, which have their own service.

It will be seen from the foregoing that the Bureau of Lighthouses is a strictly unifunctional service—that of maintaining stations, lights, buoys, etc., to mark channels, indicate obstructions to navigation, and thus assist mariners in the navigation of their vessels.

ORGANIZATION OF THE SERVICE.

Attached to this exhibit is given the outline of organization of the Bureau of Lighthouses, as set forth in the report of the commission on the organization of the Government, July 1, 1911. The purpose of this outline is to set forth in detail the manner in which the service is organized for the performance of its activities.

It will be seen from this outline that the primary division from the standpoint of organization is that between (1) the bureau proper at Washington and (2) the field services or Lighthouse Establishment proper.

Each of these is made up of a number of subdivisions that can be clearly distinguished, viz:

I. Bureau proper at Washington—
  1. General administration.
  2. Engineering construction division.
  3. Marine engineering division.
  4. Hydrographic division.

II. Field service or Lighthouse Establishment—
  1. District offices.
  2. Supply depots.
  3. Lighthouse tenders and vessels.
  4. Light stations and other aids.
  5. Reservations.

GENERAL ADMINISTRATION.

Under this head are grouped the offices of the commissioner, deputy commissioner, chief clerk, and the division of accounts; in other words, those offices having to do with general direction and control rather than performance of duties of a specialized technical character.

COMMISSIONER OF LIGHTHOUSES.

At the head of this branch, and of the service as a whole, is the Commissioner of Lighthouses, who, according to the act of June 17, 1910, shall be appointed by the President and receive a salary of $5,000 per annum. This act provides:

That all duties performed and all powers and authority now possessed or exercised by the Lighthouse Board, under any provisions of law not hereby repealed, are hereby transferred to and imposed and conferred upon and vested in the Commissioner of Lighthouses, under the direction and control of the Secretary of Commerce and Labor.

That the Commissioner of Lighthouses shall, under the direction and control of the Secretary of Commerce and Labor, have charge and control of the construction, maintenance, repair, illumination, inspection, and superintendence of lighthouse depots, supply stations, light and signal stations, lighthouses, light vessels, lighthouse tenders, fog signals, submarine signals, beacons, buoys, day marks, post-lantern lights, and seamarks and their appendages, and generally of the Lighthouse Service; and the charge and custody of all archives, books, documents, drawings, models, returns, apparatus, and other things appertaining to the Lighthouse Establishment.

That the Commissioner of Lighthouses, subject to the approval of the Secretary of Commerce and Labor, as soon as practicable, shall rearrange the ocean, gulf, and lake coasts and the rivers of the United States, Porto Rico, and the naval station in Cuba into not exceeding nineteen lighthouse districts, and a lighthouse inspector shall be assigned in charge of each district. The lighthouse inspectors shall each receive a salary of two thousand four hundred dollars per annum, except the inspector of the third district, whose salary shall be three thousand six hundred dollars per annum. The President may, for a period not exceeding three years from the taking effect of this section, assign Army and Navy officers to act in lieu of the appointment of civilian lighthouse inspectors, but such Army and Navy officers shall not receive any salary or compensation in addition to the salary or compensation they are entitled to as such Army or Navy officers: *Provided*, That in the districts which include the Mississippi River and its tributaries the President may designate Army engineers to perform the duties of and act as inspectors. The President may detail officers of the Engineer Corps of the United States Army for consultation or to superintend the construction or repair of any aid to navigation authorized by Congress.

That the commissioner, under the direction of the Secretary of Commerce and Labor, is authorized, whenever an appropriation is made by Congress for a new lighthouse, the proper site for which does not belong to the United States, to purchase the necessary land for such site: *Provided*, That the purchase money be paid from the amount appropriated for such lighthouse without exceeding the limit of cost, if any, fixed in such case; and the commissioner of lighthouses is authorized to employ temporarily draftsmen for the preparation of plans for tenders and light vessels which may be authorized by Congress, to be paid from the respective appropriations therefor.

That all materials for construction, maintenance, repair, and operation shall be procured by public contracts, under such regulations as may from time to time be prescribed by the commissioner, subject to the approval of the Secretary of Commerce and Labor, and no contracts shall be made except after public advertisement for proposals in such form and manner as to secure general notice thereof, and the same shall only be made with the lowest and best bidder therefor, upon security deemed sufficient in the judgment of the Commissioner of Lighthouses, but all bids may at any time be rejected by the commissioner: *Provided, however*, That the Commissioner of Lighthouses may purchase illuminating oil, wicks, and chimneys for lights, and ground tackle for light vessels and buoys, and to an amount not exceeding five hundred dollars at any one time, other materials and supplies when immediate delivery is required by an exigency, by private contract or in the open market, if he deems it for the best interests of the service so to do; but such purchases shall be set forth in the annual report of the commissioner with the reasons for purchasing other than upon bids after public advertisement.

That the Commissioner of Lighthouses, under the direction and control of the Secretary of Commerce and Labor, shall, from time to time, prescribe and distribute such regulations as he may deem proper for securing an efficient, uniform, and economic administration of the Lighthouse Service.

Such commissioner, subject to the approval of the Secretary of Commerce and Labor, is hereby authorized to consider, ascertain, adjust, and determine all claims for damages, where the amount of the claim does not exceed the sum of five hundred dollars, hereafter occasioned by collisions, for which collisions vessels of the Lighthouse Service shall be found to be responsible, and report the amounts so ascertained and determined to be due the claimants to Congress at each session thereof through the Treasury Department for payment as legal claims out of appropriations that may be made by Congress therefor.

The Commissioner of Lighthouses shall make an annual report to the Secretary of Commerce and Labor, who shall transmit the same to Congress at the beginning of each regular session thereof.

DEPUTY COMMISSIONER.

The organic act of 1910 makes provision for a deputy commissioner, with a salary of $4,000 per annum, appointed by the President, and a chief clerk. No provision is made by the act regarding the appointment or compensation of this latter officer. He is accordingly appointed by the Secretary of Commerce and Labor, and his compensation, as fixed by the appropriation act, is $2,400 per annum.

The deputy commissioner is in charge of personnel and floating equipment. He is charged with such other duties pertaining to the supervision and administration of the service as the commissioner may assign. He acts as commissioner in the absence of that officer.

CHIEF CLERK.

The chief clerk is, by the organic act, intrusted with the duties "of chief clerk and such other duties as may be assigned to him by the Secretary of Commerce and Labor, or by the commissioner." In practice he has immediate charge of matters having to do with personnel, contracts, and files.

To the subdivision of personnel is assigned the general correspondence relating to the personnel of the bureau and the Lighthouse Service at large. It has charge of all records and keepers relative thereto; it furnishes to the department (of Commerce and Labor) a monthly report of absence (this date being obtained from daily itemized leave cards kept in this section) and makes a monthly report to the Civil Service Commission (through the department) of the changes in the personnel.

Data cards are kept by this section of each authorized position in the Lighthouse Service.

To this office are submitted monthly reports by district officers covering the employment by them of nonappointed temporary employees (as provided by law), and when all the districts have reported these (prepared in duplicate) are sent to the department, where the duplicate is filed, the original being forwarded to the Civil Service Commission.

This section prepares the pay roll for employees of the bureau. It also handles other miscellaneous or routine work relating to personnel.

The contract subdivision handles all the correspondence relating to contracts, claims, acquisition, sale, or leasing of real estate, etc.; it prepares authorizations of expenditure in the Lighthouse Service

for typewriters, and for other purposes where the amount exceeds $500; it considers bids and proposals for supplies and materials for the outside service before they are submitted to the department for action; it maintains a record of all the district officers and the successful bidders (and approved by this section without administrative examination), and a record of all deeds (after their execution, delivery, and examination by the Attorney General) to sites obtained for the Lighthouse Service either by purchase or condemnation proceedings. Duplicates of requisitions from district officers for supplies from the general lighthouse depot are kept on file in this office, the originals being forwarded by this section to the depot.

This section is under the charge of a title and contract clerk (who is temporarily engaged in a study of the system of cost accounting with reference to its application to the Lighthouse Service).

To the files subdivision is assigned the work, largely of a routine character, which usually devolves upon such a group. This work consists of numbering and indexing the incoming and outgoing correspondence, of mailing the latter, filing numbered correspondence, and making record of all correspondence not indexed or filed.

A record here is kept of each request made by the bureau for information, and the chief clerk is notified when the specified limit for reply expires. Records and information are furnished by the section upon requests.

In the office of the chief clerk is also opened all incoming mail. That portion relating to personnel is sent to the personnel branch. The rest is sent to the files branch, where it is entered, after which it is returned to the chief clerk for distribution. In this office all correspondence is read and reviewed before being submitted to the commissioner (or acting commissioner) for his signature. This section passes upon the requisitions from the district officers for office supplies to determine their reasonableness, and is charged with the distribution of publications.

Immediately under the chief clerk are the stenographic and messenger forces of the bureau.

DIVISION OF ACCOUNTS.

The matter of accounts is handled by a special division constituting one of the divisions of general administration. The work performed by this division may be classified under the following heads:

(*a*) *Preparation of requisitions for funds.*—The preparation of requisitions on the Secretary of the Treasury for funds for the 19 disbursing officers in the Lighthouse Service are based upon estimates furnished by the disbursing officers which are examined in this division.

(*b*) *Examination of disbursing officers' accounts.*—The administrative examination of the accounts of the 19 disbursing officers of the Lighthouse Service are forwarded to this office within 20 days after the close of each quarter, and the examination required under section 22 of the act of July 31, 1894, is had.

(*c*) *Preparation of vouchers.*—This consists in the preparation of most of the vouchers, and in the certification of all the vouchers, paid by the disbursing clerk of the department for the office of the Bureau of Lighthouses in Washington.

(*d*) *Recording receipt of reports and returns.*—This consists in keeping an administrative check on the report and returns which are required to be sent to the Bureau of Lighthouses from the 19 district offices at stated times in the year. It also checks the balance of funds (reported by the Treasury) to the credit of each disbursing officer with the balances reported to the bureau by the respective disbursing officers.

(*e*) *Preparation of estimates of appropriations.*—These are arranged in three groups:

(1) Salaries of employees in the office of the Bureau of the Lighthouse Service.

(2) Appropriations for general maintenance of the Lighthouse Service.

(3) Appropriation for special work.

(*f*) *Preparation of accounts for direct settlement.*—Accounts for (1) services rendered by other departments of the Government, for (2) transportation furnished through the Quartermaster's Department of the Army, and (3) miscellaneous accounts, are rendered periodically and receive the requisite administrative examination in this office.

This division, at the beginning of each fiscal year, makes an allotment of the funds appropriated by Congress for the maintenance of each lighthouse district; it makes all authorizations of expenditures in the Lighthouse Service, where the amount exceeds $75 and is not in excess of $500 (except in the case of the purchase of typewriters), and conducts the correspondence relating to appropriations, accounts, and financial matters.

An accountant is at the head of this division and directs the work of the clerks.

Engineering Construction Division.

This division is presided over by the chief consulting engineer, an officer provided for by the organic act. He receives a compensation of $4,000 per annum and is appointed by the President. This division has general charge of the preparation of plans and specifications for and the construction of structures on land. More specifically its duties comprehend:

1. The examination of the plats and title papers of sites and reservations (to be purchased) and the comparison of the former with the description.

2. The examination of the preliminary plans, specifications, and estimates for lighthouses, towers, dwellings, fog-signal buildings, wharves, illuminating apparatus, and accessories, and fog-signal machinery, and the preparation thereof when they can not be prepared by the inspectors.

3. The examination of bids to determine that the one accepted is reasonable.

4. This division, when requested by the district inspectors, also examines the work in the shops and tests the materials and inspects the workmanship. It is also charged with the examination of all illuminating machinery and apparatus, as supplied by the general lighthouse depot, in order to see that it is properly designed; with the consideration of, and report on, all questions relating to regulations

for lighting bridges over navigable waters; and with questions relating to the construction, repair, or improvement of fixed aids to navigation.

The division maintains its own files (in which are kept the drawings, specifications, estimates, actual costs, descriptions of light stations, contracts of work, photographs of plats, etc.) and handles miscellaneous correspondence pertaining to the foregoing subjects.

MARINE ENGINEERING DIVISION.

This division, constituting a part of the bureau proper at Washington, has general charge of matters involving marine engineering and the construction and repair of the vessels of the service. It is directed by the superintendent of naval construction, an officer provided for by the organic act, who is appointed by the President, and receives a compensation of $3,000 per annum.

This division is charged with the following duties:

(1) Preparation of designs of new tenders and light vessels. Plans and specifications concerning the construction of the entire vessel are prepared, under the direction of the superintendent of naval construction, by a superintendent of construction temporarily detailed for such work and by draftsmen whose employment is authorized by the act in which the appropriation is made and whose employment ceases upon their completion.

(2) Inspection of vessels during construction. A superintendent of construction is detailed—after approval of the contract by the Secretary of Commerce and Labor—to the works of the contractor to direct the preparation of detailed plans and to inspect the work in progress.

(3) Review and approval of plans submitted by contractors (before commencing work) showing detail of construction.

(4) Inspection of material for new vessels and repairs to old vessels.

(5) Survey of tenders and light vessels prior to the execution of any extensive or costly repairs which may be demanded by the district officer. A board is appointed to investigate the condition of the vessel and report.

This division is also charged with the examination and filing of inventories submitted by masters and engineers of vessels, reports of periodical inspection of light vessels, and quarterly reports of inspection of lighthouse tenders by district officers.

Correspondence relating to the foregoing subjects is handled by the division.

HYDROGRAPHIC DIVISION.

The duties of this division are reported to the commission (Form 4 of the President's Inquiry in Re Economy and Efficiency) to be as follows:

> There are submitted to this division, for examination and report, questions concerning the establishment, changes in or discontinuance of aids to navigation, so far as these affect primarily the requirements of navigation.
>
> These questions involve the location and characteristics of aids and in the cases of lights, height, geographic and luminous ranges, their characteristics to avoid confusion with other lights within distances which vary with the function of the aid, etc., the optical or other devices required to produce the characteristic. In the cases of fog signals the characteristics must be determined, as in the cases of lights, with reference to neighboring signals and also with reference to the ability of a given

engine to furnish the compressed air, etc., necessary to the sounding of a distinctive characteristic.

Generally recommendations for new aids or changes in existing aids originate with the district inspector because of his local knowledge of requirements. When these originate in this office or are presented by the maritime interests affected, they are forwarded to the district officer for report and recommendation before final action is taken here.

This division is also in charge of the editing of the matter relating to aids to navigation and the preparation of copy for publication in the Notices to Mariners. It is assigned the work of correcting and revising the lists of lights, buoys, and day marks in the several districts and their preparation for publication.

Applications for the establishment of private aids are considered by the division. They are checked in a manner similar to that followed with reference to aids of the service.

Miscellaneous correspondence relating to the foregoing subjects is handled within the division.

Personnel of Bureau at Washington.

For the performance of the work of these various divisions constituting the bureau proper at Washington Congress has made provision for the following personnel (legislative, executive, and judicial appropriation act for fiscal year 1912):

	Salary.
1 Commissioner of Lighthouses	$5,000
1 deputy commissioner	4,000
1 chief clerk	2,400
1 chief constructing engineer	4,000
1 superintendent of naval construction	3,000
1 clerk	2,000
2 clerks, at $1,800 each	3,600
1 clerk	1,600
2 clerks, at $1,400 each	2,800
6 clerks, at $1,200 each	7,200
5 clerks, at $1,000 each	5,000
7 clerks, at $900 each	6,300
1 clerk	840
1 clerk	720
1 messenger	840
1 assistant messenger	720
2 messenger boys, at $400 each	960
1 assistant engineer	3,000
1 assistant engineer	2,400
1 assistant engineer	2,250
1 draftsman	1,800
1 draftsman	1,560
1 draftsman	1,440
1 draftsman	1,200
Total (42)	64,630

Field Service.

In the foregoing has been given an account of the branches of administration that have to be maintained in order that the work for which the bureau has been created may be performed. This work, which is performed by the field service, consists in the maintenance of a large variety of what are collectively known as "aids to navigation." These aids may be classified as follows:

1. Light stations proper: These consist of lighthouses or stations on land maintaining a light that are in charge of a keeper residing at

the station. In some cases the keeper is the only employee at the station; in others, he has from one to three assistants. A considerable number of the stations are also fog-signal stations.

2. Light vessels: These perform much the same function as the light stations. Though moored while serving as light stations, they are capable of locomotion, many of them under their own steam or sail powers, and are provided with an adequate crew.

3. Attended lights: These consist of lights, but differ from light stations proper in that they are not maintained at stations at which keepers reside. They are "attended" since persons are required to attend to their lighting and general maintenance.

4. Unattended lights: These are lights not requiring persons to attend to their lighting.

5. Buoys, day marks, and other aids to navigation: These include the various divers employed to mark channels, obstructions to navigation, etc.

The number and location of lighthouses or stations, light vessels, and lights are in general specifically provided for by Congress. The Commissioner of Lighthouses, under the direction of the Secretary of Commerce and Labor, has authority, however, within the limitation of appropriations available, to establish and discontinue buoys and other minor aids to navigation.

DISTRICTS.

For purposes of administration the organic act provided "that the Commissioner of Lighthouses, subject to the approval of the Secretary of Commerce and Labor, shall rearrange the ocean, gulf, and lake coasts and the rivers of the United States, Porto Rico, and the naval station in Cuba into not exceeding 19 lighthouse districts." It will be noted that this law fixes the maximum number of districts that may be created, thus leaving it to the discretion of the Commissioner of Lighthouses, subject to the approval of the Secretary of Commerce and Labor, to provide for a smaller number of districts if he believes such action in the interests of the public service. In the exercise of his discretion, the maximum number has been established. Their number, designation, headquarters, and boundaries are as follows:

First district: From the head of navigation on the St. Croix River, Me., the northeastern boundary of the United States, to and including Hampton Harbor, N. H. Headquarters, Portland, Me.

Second district: From Hampton Harbor, N. H., to Elisha Ledge, off Warren Point, R. I., but not including either the harbors or the ledge. Headquarters, Boston, Mass.

Third district: From Elisha Ledge, off Warren Point, R. I., to Cape May, on the coast of New Jersey, excepting Cape May Lighthouse, and to a point on the coast opposite Rehoboth, Del., excepting Cape Henlopen Lighthouse and Hen and Chickens Shoal. Headquarters, Tompkinsville, N. Y.

Fourth district: From Cape May, including Cape May Lighthouse on the coast of New Jersey, to a point on the coast of Delaware opposite Rehoboth, including Hen and Chickens Shoal. Headquarters, Philadelphia, Pa.

Fifth district: From a point on the coast of Delaware opposite Rehoboth to and including New River Inlet, N. C. Headquarters, Baltimore, Md.

Sixth district: From (but does not include) New River Inlet, N. C., to and including Hillsboro Inlet Light Station, Fla. Headquarters, Charleston, S. C.

Seventh district: From a point just south of Hillsboro Inlet Light Station to and including Cedar Keys, Fla. Headquarters, Key West, Fla.

Eighth district: From (but not including) Cedar Keys, Fla., to the southern boundary of Texas. Headquarters, New Orleans, La.

Ninth district: The island of Porto Rico and the adjacent islands and other islands and stations ceded to the United States in the West Indies. Headquarters, San Juan, P. R.

Tenth district: From the mouth of the St. Regis River, St. Lawrence River, N. Y., to the mouth of the Detroit River. Headquarters, Buffalo, N. Y.

Eleventh district: From and including all aids to navigation at the mouth of the Detroit River, Mich., to the western end of Lake Superior. It embraces all aids to navigation on the United States shores and waters of Lakes St. Clair, Huron, and Superior, the Detroit River, including the mouth, the St. Clair and St. Marys Rivers, and that part of the Straits of Mackinac lying to the eastward of a line drawn across the straits just to the eastward of Old Mackinac Point Light Station, Mich. Headquarters, Detroit, Mich.

Twelfth district: Includes all aids to navigation on Lake Michigan, Green Bay, and tributary waters lying west of a line drawn across the Straits of Mackinac just east of Old Mackinac Point Light Station, Michigan. Headquarters, Chicago, Ill.

Thirteenth district. The Mississippi River from the head of navigation to the mouth of the Missouri River; the Minnesota River from the head of navigation to its mouth; the Illinois River from the head of navigation to its mouth; the Osage River from the head of navigation to its mouth; the Gasconado River from the head of navigation to its mouth; the Missouri River from the head of navigation to its mouth; and includes all aids to navigation within these limits and navigable rivers tributary thereto. Headquarters, Rock Island, Ill.

Fourteenth district: The Ohio River from Pittsburgh, Pa., to Cairo, Ill.; the Tennessee River from the head of navigation to its mouth; the Kanawha River from the head of navigation to its mouth; and embraces all aids to navigation within these limits and navigable rivers tributary thereto. Headquarters, Cincinnati, Ohio.

Fifteenth district: The Mississippi River from and including the mouth of the Missouri River to New Orleans, La.; the Red River from the head of navigation to its mouth; and includes all aids to navigation within these limits and navigable rivers tributary thereto. Headquarters, St. Louis, Mo.

Sixteenth district: From the boundary between Alaska and the Dominion of Canada to the boundary between Alaska and Siberia. It embraces all aids to navigation on the seacoast, bays, rivers, and other tidal waters of Alaska. Headquarters, Ketchikan, Alaska.

Seventeenth district: From the boundary between California and Oregon to the northern boundary of the United States. It embraces all aids to navigation on the seacoast of Oregon and Washington, on the United States waters of the Strait of Juan de Fuca, Washington Sound, and the Strait of Georgia, and on the tidal waters tributary to the sea, straits, and sounds between the limits named. Headquarters, Portland, Oreg.

Eighteenth district: From the boundary between California and Mexico to the boundary between California and Oregon. It embraces all aids to navigation on the seacoast, bays, rivers, and other tidal waters of California. Headquarters, San Francisco, Cal.

Nineteenth district: Embraces Hawaiian Islands, the Midway Islands, the Island of Guam, and the American Samoan Islands, and includes all aids to navigation in the waters thereof. Headquarters, Honolulu, Hawaii.

For the administration of these districts the act of 1910 provides that "a lighthouse inspector shall be assigned in charge of each district. The lighthouse inspectors shall each receive a salary of $2,400 per annum, except the inspector of the third district, whose salary shall be $3,600 per annum." They are appointed by the Secretary of Commerce and Labor.

A characteristic feature of the old system of administering the service through a Lighthouse Board was the use of the services of officers of the Army and Navy. The board itself, according to the law, was composed of two officers of the Army, two officers of the Navy, and two civilians, with the Secretary of Commerce as president and an officer of the Navy and an officer of Engineers of the Army as secretaries. The law further provided that an officer of the Army or Navy should be assigned to each district as lighthouse inspector, subject to the orders of the Lighthouse Board, and that officers of the Engineer Corps of the Army should be detailed by the President to superintend the construction and renovation of lighthouses.

One of the important ends sought by the reorganization effected in 1910 was the elimination, as far as practicable, of Army and Navy officers from the service and the establishment of the latter upon a purely civil basis. Though this was the end in view, it was thought that it would be unwise to make a complete change at once. The act of 1910 accordingly provided that:

> The President may, for a period not exceeding three years from the taking effect of this section [July 1, 1910] assign Army and Navy officers to act in lieu of the appointment of civilian lighthouse inspectors, but such Army and Navy officers shall not receive any salary or compensation in addition to the salary or compensation they are entitled to as such Army or Navy officers: *Provided*, That in the districts which include the Mississippi River and its tributaries the President may designate Army engineers to perform the duties of and act as inspectors. The President may detail officers of the Engineer Corps of the United States Army for consultation or to superintend the construction or repair of any aid to navigation authorized by Congress.

So far steps have been taken for the appointment of civilian inspectors in but four districts—the first, second, seventh, and seventeenth.

As shown by the outlines of organization attached, each district has the same organization, which includes as its major subdivision—

1. Inspector in charge.
2. Superintendent.
3. District office force.
4. Construction and repair.
5. Supply depots.
6. Lighthouse tenders and vessels.
7. Light stations and other aids.
8. Reservations.

Inspectors in charge.—Inspectors are charged with the supervision of all the work (except construction and repair) of the districts in which they are assigned to duty. In this capacity they are responsible "for the proper management of light stations, for signal stations,

light vessels, relief light vessels, lighthouse tenders, and depots; for keeping upon their stations all floating aids to navigation; for the maintenance, repair, and operation of all lighthouse craft permanently or temporarily in the district; for the construction of new aids or additions to aids; for the repair, cleanliness, and efficient condition of all aids to navigation and other property in the district; for keeping ready for service at the shortest notice all spare or relief moorings, buoys, buoy appendages, and relief light vessels; for the distribution of supplies; for the efficiency of the personnel; for the disbursement as may be authorized of funds on account of the Lighthouse Service, and for such other duties as are involved in the proper conduct of the district." (Regulations for the United States Lighthouse Service, 1910, p. 8.)

The regulations for the Lighthouse Service direct inspectors to visit and inspect all light vessels, tenders, depots, light and fog-signal stations, beacon and post lights, and buoys four times each year and unlighted beacons twice each year if practicable, and if impracticable to make a report of the facts to the commissioner with reasons for failure to make the required inspections (p. 26). The regulations provide that such inspections may be made by the superintendent or assistant superintendent.

Superintendents.—Construction and repair work is performed under the immediate direction of district officers known as superintendents. These officers and the assistant superintendents are appointed by the Secretary of Commerce and Labor on the joint recommendation of the district inspectors and the Commissioner of Lighthouses, subject to the civil-service rules. They are concerned with the supervision of the construction work carried on within the district. These offices are maintained in all but the river districts.

As noted, the act of 1910 provides that the President may "detail officers of the Engineer Corps of the United States Army for consultation or to superintend the construction or repair of any aid to navigation authorized by Congress." Under this authority an Engineer officer is assigned to each of the 19 lighthouse districts. He has a certain supervision of the real estate, buildings, and apparatus, and control over the machinists, carpenters, and laborers engaged in this work. The district engineer officers, agreeable to request from the Department of Commerce and Labor, furnish to the inspectors of the various lighthouse districts information of any facts which would be of benefit in maintaining its system of aids to navigation.

In addition to these officers provision is also made for certain clerical and other assistants at the district headquarters. The following statement shows the total number of employees attached to each district headquarters and the cost of running such office:

Statement of number of employees in, and cost of, district offices.

	Number.	Cost.
First district: Portland, Me.		
Number of employees	8	
Salaries of inspectors and others in charge		$2,400.00
Other salaries and wages		8,743.33
Rent		720.00
Other items		1,735.52
Total	8	13,598.85

Statement of number of employees in, and cost of, district offices—Continued.

	Number.	Cost.
Second district: Boston, Mass.		
Number of employees	10	
Salaries of inspectors and others in charge		$2,400.00
Other salaries and wages		13,620.00
Rent		3,844.00
Other items		2,823.13
Total	10	22,687.13
Third district: Tompkinsville, N. Y.		
Number of employees	37	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		46,520.00
Rent		60.00
Other items		9,590.19
Total	37	56,170.19
Fourth district: Philadelphia, Pa.		
Number of employees	8	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		10,020.00
Rent		
Other items		4,571.13
Total	8	14,591.13
Fifth district: Baltimore, Md.		
Number of employees	11	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		15,000.00
Rent		
Other items		1,679.79
Total	11	16,679.79
Sixth district: Charleston, S. C.		
Number of employees	9	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		11,340.00
Rent		
Other items		2,634.68
Total	9	13,974.68
Seventh district: Key West, Fla.		
Number of employees	6	
Salaries of inspectors and others in charge		2,400.00
Other salaries and wages		6,900.00
Rent		
Other items		1,618.90
Total	6	10,918.90
Eighth district: New Orleans, La.		
Number of employees	9	
Salaries of inspectors and others in charge		(2)
Other salaries and wages		11,760.00
Rent		
Other items		2,888.95
Total	9	14,648.95

[1] Commander, U. S. Navy. [2] Commander, U. S. Navy, retired.

Statement of number of employees in, and cost of, district offices—Continued.

	Number.	Cost.
Ninth district: San Juan, P. R.		
Number of employees	5	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		$6,540.00
Rent		
Other items		1,259.06
Total	5	7,799.06
Tenth district: Buffalo, N. Y.		
Number of employees	8	
Salaries of inspectors and others in charge		(2)
Other salaries and wages		9,720.00
Rent		
Other items		2,127.63
Total	8	11,847.63
Eleventh district: Detroit, Mich.		
Number of employees	9	
Salaries of inspectors and others in charge		(3)
Other salaries and wages		11,440.00
Rent		
Other items		2,114.99
Total	9	13,554.99
Twelfth district: Chicago, Ill.		
Number of employees	8	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		10,140.00
Rent		
Other items		2,144.94
Total	8	12,284.94
Thirteenth district: Rock Island, Ill.		
Number of employees	4	
Salaries of inspectors and others in charge		(4)
Other salaries and wages		3,120.00
Rent		
Other items		1,127.63
Total	4	4,247.63
Fourteenth district: Cincinnati, Ohio.		
Number of employees	3	
Salaries of inspectors and others in charge		(4)
Other salaries and wages		3,120.00
Rent		
Other items		158.04
Total	3	3,278.04

[1] Lieutenant, U. S. Navy.
[2] Lieutenant Commander, U. S. Navy.
[3] Commander, U. S. Navy.
[4] Major, Corps of Engineers, U. S. Army.

Statement of number of employees in, and cost of, district offices—Continued.

	Number.	Cost.
Fifteenth district: St. Louis, Mo.		
Number of employees	3	
Salaries of inspectors and others in charge		(1)
Other salaries and wages		$3,240.00
Rent		1,080.00
Other items		477.12
Total	3	4,797.12
Sixteenth district: Ketchikan, Alaska.		
Number of employees	7	
Salaries of inspectors and others in charge		(2)
Other salaries and wages		7,980.00
Rent		490.00
Other items		2,661.71
Total	7	11,131.71
Seventeenth district: Portland, Oreg.		
Number of employees	8	
Salaries of inspectors and others in charge		2,400.00
Other salaries and wages		10,500.00
Rent		
Other items		3,253.24
Total	8	16,153.24
Eighteenth district: San Francisco, Cal.		
Number of employees	8	
Salaries of inspectors and others in charge		(3)
Other salaries and wages		10,620.00
Rent		
Other items		7,196.42
Total	8	17,816.42
Nineteenth district: Honolulu, T. H.		
Number of employees	6	
Salaries of inspectors and others in charge		(4)
Other salaries and wages		8,880.00
Rent		980.00
Other items		1,608.50
Total	6	11,468.50
Grand total:		
Number of employees	167	
Salaries of inspectors and others in charge		9,600.00
Other salaries and wages		209,203.33
Rent		7,174.00
Other items		51,671.57
Total	167	277,648.90

[1] Lieutenant colonel, Corps of Engineers, U. S. Army.
[2] Commander, U. S. Navy, retired.
[3] Lieutenant commander, U. S. Navy.
[4] Lieutenant, U. S. Navy.

SUPPLY DEPOTS.

The Lighthouse Service maintains a general supply depot (known as the general lighthouse depot) at Tompkinsville, N. Y. Subsidiary depots, for convenience in the work of distribution, are maintained throughout the field covered by the service. The location of these depots, by districts, together with the number of permanent employees and the cost entailed in maintaining each depot, is shown in the following statement:

Statement of cost of depots.

	Number.	Cost.
First district:		
Little Diamond Island depot, Me.—		
Number of employees	2	
Salaries of persons in charge		$1,020.00
Other salaries and wages		900.00
Rent		
Other items		121.40
Total	2	2,041.40
Second district:		
Woods Hole depot, Mass.—		
Number of employees	2	
Salaries of persons in charge		1,020.00
Other salaries and wages		600.00
Rent		
Other items		521.28
Total	2	2,141.28
Lovells Island depot, Mass.—		
Number of employees	1	
Salaries of persons in charge		1,020.00
Other salaries and wages		
Rent		
Other items		416.23
Total	1	1,436.23
Total, second district	3	3,577.51
Third district:		
General Lighthouse depot, Tompkinsville, N. Y.—		
Number of employees	170	
Salaries of persons in charge		2,100.00
Other salaries and wages		158,403.00
Rent		
Other items		22,930.14
Total	170	183.433.14
New London, depot, Conn.—		
Number of employees	2	
Salaries of persons in charge		1,200.00
Other salaries and wages		600.00
Rent		
Other items		585.23
Total	2	2,385.23
Total, third district	172	185,818.37

Statement of cost of depots—Continued.

	Number.	Cost.
Fourth district:		
Edgemoor Lighthouse depot, Del.—		
Number of employees	2	
Salaries of persons in charge		$1,080.00
Other salaries and wages		
Rent		
Other items		1,119.13
Total	2	2,199.13
Fifth district:		
Lazaretto depot, Md.—		
Number of employees	1	
Salaries of persons in charge		960.00
Other salaries and wages		
Rent		
Other items		982.00
Total	1	1,942.00
Annapolis depot, Md.—		
Number of employees	1	
Salaries of persons in charge		660.00
Other salaries and wages		
Rent		
Other items		263.40
Total	1	923.40
Washington depot, D. C.—		
Number of employees	1	
Salaries of persons in charge		300.00
Other salaries and wages		
Rent		
Other items		290.10
Total	1	590.10
Portsmouth depot, Va.—		
Number of employees	4	
Salaries of persons in charge		1,080.00
Other salaries and wages		1,800.00
Rent		
Other items		1,116.20
Total	4	3,996.20
Bogue Inlet depot, N. C.—		
Number of employees	1	
Salaries of persons in charge		120.00
Other salaries and wages		
Rent		
Other items		136.60
Total	1	256.60

Statement of cost of depots—Continued.

	Number.	Cost.
Fifth district—Continued.		
Washington depot, N. C.—		
Number of employees	1	
Salaries of persons in charge		$960.00
Other salaries and wages		
Rent		
Other items		116.19
Total	1	1,076.19
Total, fifth district	9	8,784.49
Sixth district:		
Castle Pinckney depot, S. C.—		
Number of employees	2	
Salaries of persons in charge		1,080.00
Other salaries and wages		600.00
Rent		
Other items		621.42
Total	2	2,301.42
Mosquito Inlet depot, Fla.—		
Number of employees	1	
Salaries of persons in charge		240.00
Other salaries and wages		
Rent		
Other items		110.29
Total	1	350.29
St. Augustine depot, Fla.—		
Number of employees	1	
Salaries of persons in charge		360.00
Other salaries and wages		
Rent		
Other items		141.05
Total	1	501.05
Total, sixth district	4	3,152.76
Seventh district:		
Key West depot, Fla.—		
Number of employees	3	
Salaries of persons in charge		1,020.00
Other salaries and wages		1,800.00
Rent		6.00
Other items		115.60
Total	3	2,941.60
Eighth district:		
Mobile depot, Ala.—		
Number of employees	3	
Salaries of persons in charge		900.00
Other salaries and wages		2,400.00
Rent		
Other items		105.77
Total	3	3,405.77

Statement of cost of depots—Continued.

	Number.	Cost.
Eighth district—Continued.		
Port Eads depot, Ala.—		
Number of employees	1	
Salaries of persons in charge		$1,020.00
Other salaries and wages		
Rent		
Other items		77.08
Total	1	1,097.08
Total, eighth district	4	4,502.85
Ninth district:		
San Juan depot, P. R.—		
Number of employees	1	
Salaries of persons in charge		300.00
Other salaries and wages		2,040.00
Rent		
Other items		62.10
Total	1	2,402.10
Tenth district:		
Buffalo depot, N. Y.—		
Number of employees	1	
Salaries of persons in charge		960.00
Other salaries and wages		
Rent		
Other items		2,423.47
Total	1	3,383.47
Eleventh district:		
Detroit depot, Mich.		
Number of employees	3	
Salaries of persons in charge		1,080.00
Other salaries and wages		1,200.00
Rent		
Other items		1,415.60
Total	3	3,695.60
Sugar Island depot, Mich.		
Number of employees	1	
Salaries of persons in charge		720.00
Other salaries and wages		
Rent		
Other items		51.00
Total	1	771.00
Minnesota Point depot, Minn.		
Number of employees	1	
Salaries of persons in charge		960.00
Other salaries and wages		
Rent		
Other items		575.39
Total	1	1,535.39
Total, eleventh district	5	6,001.99

Statement of cost of depots—Continued.

	Number.	Cost.
Twelfth district:		
St. Joseph depot, Mich.		
Number of employees	2	
Salaries of persons in charge		$1,080.00
Other salaries and wages		600.00
Rent		
Other items		842.14
Total	2	2,522.14
Charlevoix depot, Mich.		
Number of employees	1	
Salaries of persons in charge		600.00
Other salaries and wages		
Rent		
Other items		210.00
Total	1	810.86
Milwaukee depot, Wis.		
Number of employees	1	
Salaries of persons in charge		900.00
Other salaries and wages		
Rent		
Other items		477.00
Total	1	1,377.00
Total, twelfth district	4	4,710.00
Thirteenth district: None.		
Fourteenth district: None.		
Fifteenth district: None.		
Sixteenth district:		
Tonka warehouse, Alaska—		
Number of employees	1	
Salaries of persons in charge		180.00
Other salaries and wages		
Rent		412.50
Other items		838.88
Total	1	1,431.38
Seventeenth district:		
Tongue Point depot, Oreg.—		
Number of employees	3	
Salaries of persons in charge		1,200.00
Other salaries and wages		1,820.00
Rent		
Other items		3,191.45
Total	3	6,211.45
Eighteenth district:		
Yerba Buena depot, Cal.—		
Number of employees	5	
Salaries of persons in charge		1,440.00
Other salaries and wages		3,120.00
Rent		
Other items		2,856.17
Total	5	7,416.17

Statement of cost of depots—Continued.

	Number.	Cost.
Nineteenth district:		
Honolulu depot, Hawaii—		
Number of employees	1	
Salaries of persons in charge		$1,020.00
Other salaries and wages		
Rent		480.00
Other items		64.98
Total	1	1,564.98
Grand total:		
Number of employees	220	
Salaries of persons in charge		26,580.00
Other salaries and wages		175,883.00
Rent		898.50
Other items		42,778.15
Total	220	246,139.65

LIGHTHOUSE TENDERS AND VESSELS.

For the performance of its work the Bureau of Lighthouses has to maintain a large number of vessels. These may be subdivided into three classes: (1) Those acting as light vessels; (2) those acting as relief ships to take the place of light vessels which are swept from their moorings by storm, or are removed for purposes of repair or other reasons; and (3) those acting as tenders and supply boats to place and repair buoys and other aids to navigation, to convey supplies to lightships, and perform other work of a like character. The outlines of organization show in detail the names of these vessels and the districts in which stationed.

The light vessels perform the duties of the lighthouse stations on the shore. A commanding officer is in charge, who is responsible for the safety and proper navigation of the vessel and the care of the public property on board. He has command of the officers (known as "deck officers" and "engineer officers") and the crew. An officer of the deck is always on duty. He is the officer on watch in charge of the ship. Some of the light vessels maintain wireless equipment.

Record books consisting of the deck log, steam log, and record of fog signal are kept.

The commanding officer is directed to report to the inspector all important hydrographic or other information he may gather concerning the navigation of ships and to the collectors of customs and local inspectors of steam vessels such violations of navigation and inspection laws as come within his notice.

The record books (which form a part of the official record of the vessel) consist of the deck log and the steam log.

Daily, monthly, and annual reports of various kinds, are submitted for light tenders.

The lighthouse tenders have the same personnel as light vessels. Their functions, as stated, consists in the placing, replacing, changing,

or moving of all floating aids to navigation, the delivery of fuel, supplies, construction material, and in such other lighthouse duties as may be required of them. (Regulations 1910.)

Masters of lighthouse tenders are vested with police powers in matters pertaining to Government property and smuggling.

LIGHT STATIONS.

Each light station is in charge of a keeper (official title), who generally has one or more assistants—first assistant keeper, second assistant keeper, etc. The keepers and assistants must be able to read and write. The keepers make personal weekly inspection of the station, including quarters of all assistants and laborers. Where there is an assistant, watches must be constantly kept; and lights are exhibited from sunset to sunrise. As official records of the station a journal (which contains a complete record of the important events at the stations having resident keepers), an expenditure book (which contains a record of the expenditures of stations having resident keepers), a watch book (containing a record of time of going on and leaving watch and a record of the morning conditions of the light), and fog-signal books are kept at the stations.

All employees on vessels and at stations are employed by the Secretary of Commerce and Labor, on the nomination of inspectors under regulations prescribed by the Commissioner of Lighthouses and the Secretary of Commerce and Labor, and in accordance with the rules of the Civil Service Commission.

The Secretary of Commerce and Labor is authorized to regulate the salaries of the respective keepers of lighthouses, it being provided that the whole sum allowed for such shall not exceed an average of $600.[1]

[1] Each appointed light keeper is by law entitled to receive one ration per day, which is commuted at the rate of 30 cents per ration.

OUTLINE OF ORGANIZATION, DEPARTMENT OF COMMERCE AND LABOR, BUREAU OF LIGHTHOUSES. 4

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
1. *General administration.*	
1. Office proper of the Commissioner of Lighthouses	
2. Deputy commissioner	
3. Chief clerk	
1. Personnel	
2. Contracts	
3. Files	
4. Accounts division	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
1. *First district, Portland.*	
1. Inspector in charge	
2. Superintendent	
3. District office force	
4. Construction and repair	
5. Supply depots	8
6. Lighthouse tenders and vessels	9
7. Light stations and other aids	10
8. Reservations	11

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
1. First district, Portland.	
5. *Supply depots.*	
1. Bear Island, Me	
2. Little Diamond Island, Me	
3. Portland, Me	
4. Whitehead, Me	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
1. First district, Portland.	
6. *Lighthouse tenders and vessels.*	
1. Tenders	
1. Hibiscus (steamer, screw)	
2. Lilac (steamer, screw)	
2. Vessels (light vessels)	
1. No. 74, Cape Elizabeth, Me. (wood)	

	Reference page.

Department of Commerce and Labor.
2. Bureau of Lighthouses.
5. Field service.
1. First district, Portland.
7. *Light stations and other aids.*
1. Light stations proper
1. Avery Rock L. S., Maine
2. Baker Island L. S., Maine
3. *Bass Harbor Head L. S., Maine
4. *Bear Island L. S., Maine
5. *Blue Hill Bay L. S., Maine
6. *Boon Island L. S., Maine (2)
7. *Browns Head L. S., Maine
8. *Burnt Coat Harbor
9. *Burnt Island L. S., Maine
10. *Cape Elizabeth L. S., Maine (3)
11. *Cape Neddick L. S., Maine
12. *Crabtree Ledge L. S., Maine (1)
13. *Cuckolds (The) L. S., Maine (1)
14. *Deer Island Thoroughfare L. S., Maine
15. *Dice Head L. S., Maine
16. Doubling Point L. S., Maine
17. *Doubling Point Range L. S., Maine
18. *Eagle Island L. S., Maine
19. *Egg Rock L. S., Maine (1)
20. *Fort Point L. S., Maine
21. *Fort Popham L. S., Maine
22. *Franklin Island L. S., Maine
23. *Goat Island L. S., Maine
24. *Goose Rocks L. S., Maine (1)
25. *Great Duck Island L. S., Maine (2)
26. *Grindel Point L. S., Maine
27. *Hendricks Head L. S., Maine
28. *Heron Neck L. S., Maine
29. *Indian Island L. S., Maine
30. *Isle au Haut L. S., Maine
31. *Isles of Shoals L. S., Maine (1)
32. *Jaffery Point Beacon and Frosts Point Beacon Lights, New Hampshire
33. *Libby Islands L. S., Maine (2)
34. *Little River L. S., Maine
35. *Lubec L. S., Maine (1)
36. *Manana Island fog signal, Maine (1)
37. *Marshall Point L. S., Maine
38. *Matinicus Rock L. S., Maine (3)
39. Monhegan Island L. S., Maine (1)
40. *Moose Peak L. S., Maine (1)
41. *Mount Desert L. S., Maine (2)
42. *Narraguagus L. S., Maine
43. *Nash Island L. S., Maine
44. *Negro Island L. S., Maine
45. *Owlshead L. S., Maine
46. *Penaquid Point L. S., Maine
47. *Perkins Island L. S., Maine
48. *Petit Manan L. S., Maine (2)
49. *Pond Island L. S., Maine

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
*Also fog-signal station.
NOTE.—By light station proper (as interpreted by the Bureau of Lighthouses) is meant a station having a keeper residing at the station. The keeper is the only employee at the station, except as otherwise indicated.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
1. First district, Portland—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
50. *Portland Breakwater L. S., Maine	
51. *Portland Head L. S., Maine (1)	
52. *Portsmouth Harbor (Newcastle) L. S., Maine	
53. *Prospect Harbor L. S., Maine	
54. *Pumpkin Island L. S., Maine	
55. *Ram Island L. S., Maine	
56. *Ram Island Ledge L. S., Maine (2)	
57. *Rock Island Breakwater L. S., Maine (1)	
58. *Saddleback Ledge L. S., Maine (2)	
59. *Sequin L. S., Maine (2)	
60. *Spring Point Ledge L. S., Maine (1)	
61. *Squirrel Point L. S., Maine	
62. *St. Croix River L. S., Maine	
63. *Tennant Harbor L. S., Maine	
64. *Two-Bush Island L. S., Maine (1)	
65. *West Quoddy Head L. S., Maine (1)	
66. *Whaleback L. S., Maine (2)	
67. *Whithead L. S., Maine (2)	
68. Whitlocks Mill L. S., Maine	
69. *Winter Harbor L. S., Maine	
70. *Wood Island L. S., Maine	
71. *Halfway Rock L. S., Maine (2)	
2. Lights[1]	
1. Attended lights 4	
1. Laborers 3	
2. Unattended lights	
3. Buoys, day marks, etc	

[1] For location and description of lights, buoys, day marks, and other aids to navigation, see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
*Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
1. First district, Portland, Me.	
8. *Reservations.*	
1. Clarks Ledge, Maine (Eastport)	
2. Channel Rock, Maine (Rockland)	
3. Stockmans Island, Maine (Portland)	
4. Great Spoon Island, Maine (Isle au Haut)	
5. Kennebunk River, Maine (Kennebunk Port)	
6. Marks Island, Maine (Winter Harbor)	
7. Nautillus, Maine (Castine)	
8. Pier Wells Harbor, Maine (Wells)	
9. Ram Island, Maine (Phippsburg)	
10. Ram Island, Maine (Machias)	
11. Saco River, Maine (Biddeford)	
12. Stage Island, Maine (Biddeford)	
13. Portsmouth Sunken Rocks, New Hampshire (Portsmouth)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
1. Second district, Boston, Mass.	
5. *Supply depots.*	
1. Lowells Island, Mass	
2. Woods Hole, Mass	
3. Boston, Mass	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
2. Second district, Boston, Mass.	
6. *Lighthouse tenders and vessels.*	
1. Tenders	
1. Anemone (steamer, screw)	
2. Azalea (steamer, screw)	
3. Mayflower (steamer, screw)	
2. Vessels (light vessels)	
1. Shorefield Shoal, Mass., No. 3 (wood)	
2. Handkerchief, Mass., No. 4 (wood)	
3. Cross Rip, Mass., No. 5 (wood)	
4. Succonnesset, Mass., No. 6 (wood)	
5. Relief, No. 9 (wood)	
6. Vineyard Sound (Sow and Pigs), Mass., No. 9 (wood)	
7. Great Round Shoal, Mass., No. 86 (steel)	
8. Pollock Rip, Mass., No. 47 (composition)	
9. Boston, Mass., No. 54 (steel)	
10. Relief, No. 66 (composition)	
11. Pollock Rip Shoal, Mass., No. 73 (steel)	
12. Nantucket Shoals, Mass., No. 85 (steel)	
13. Hen and Chickens, Mass., No. 42 (steel)	
14. Hedge Fence, Mass., No. 41 (steel)	
15. Relief, No. 2 (wood)	

	Reference page.

Department of Commerce and Labor.
2. Bureau of Lighthouses.
5. Field service.
2. Second district, Boston, Mass.
7. *Light stations and other aids.*
1. Light stations proper
1. Annisquam Harbor L. S., Mass.
2. *Bakers Island L. S., and Bakers Island Light, Mass. (1)
3. Bass River L. S., Mass.
4. Billingsgate Island L. S., Mass.
5. *Bird Island L. S., Mass.
6. *Bishop and Clerks L. S., Mass. (2)
7. *Boston L. S., and Boston (auxiliary) Light, Mass. (2)
8. Brant Point L. S., Nantucket Harbor Range Lights and Nantucket East and West Breakwater Lights, Mass.
9. Broad Sound Channel Range Lights and Spectacle Island Range L. S., Mass. (1)
10. *Butler Flats L. S., Mass. (1)
11. *Cape Ann L. S., Mass. N. & S. (4)
12. *Cape Cod L. S., Mass (2)
13. Cape Poge L. S., Mass. (1)
14. Chatham L. S., Mass.
15. Cuttyhunk L. S., Mass.
16. *Deer Island L. S., Mass. (1)
17. *Dumpling Rock L. S., Mass. (1)
18. *Duxbury Pier L. S., Mass. (1)
19. East Chop L. S., Mass.
20. *Eastern Point L. S., and Gloucester Breakwater Light, Mass. (1)
21. Edgartown L. S., Mass.
22. Egg Rock L. S., Mass.
23. Fort Pickering L. S., Mass.
24. Gay Head L. S., Mass. (1)
25. Hospital Point L. S., Mass.
26. Hyannis Range L. S., Mass.
27. Ipswich Range L. S., Mass.
28. Long Island Head L. S., Mass.
29. *Long Point L. S., Mass.
30. Lovells Island Range L. S., Mass.
31. Marblehead L. S., Mass.
32. Mayo Beach L. S., Mass.
33. *Minots Ledge L. S., Mass. (3)
34. Monomoy Point L. S., Mass.
35. Nantucket (Great Point) L. S., Mass.
36. *Narrows L. S., Mass.
37. Nauset Beach L. S., Mass.
38. Ned Point L. S., Mass.
39. Newburyport Harbor L. S., and Salisbury Beach Range Lights, Mass.
40. *Nobska Point L. S., Mass.
41. *Palmer Island L. S., Mass.
42. *Plymouth (Gurmet) Range L. S., Mass. (1)
43. *Race Point L. S., Mass. (2)
44. Sandy Neck L. S., Mass.

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
(4) Keeper has 4 assistants (assistants proper, or laborers).
* Fog-signal station also.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
2. Second district, Boston, Mass.—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
45. Sankaty Head L. S., Mass. (1)	
46. Stage Harbor L. S., Mass	
47. Straitsmouth L. S., Mass	
48. *Tarpaulin Cove L. S., Mass	
49. Tenpound Island L. S., Mass	
50. *The Graves L. S., Mass. (3)	
51. *West Chop L. S., Mass. (1)	
52. *Wings Neck L. S., Mass	
53. *Wood End L. S., Mass	
2. Lights[1]	
1. Attended lights (23)	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, daymarks, etc	

[1] For location and description of lights, buoys, daymarks, and other aids to navigation, see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(3) Keeper has 3 assistants (assistants proper, or laborers)
* Fog-signal station also.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
2. Second district, Boston, Mass.	
8. *Reservations.*	
1. Aldertons Bar Point, Mass. (Hull)	
2. Clarks Point, Mass. (New Bedford)	
3. Fair Haven, Mass. (Fair Haven)	
4. Merrimack River, Mass. (Newburyport)	
5. Nantucket Great or Sandy Point, Mass. (Nantucket)	
6. Parmet Harbor, Mass. (Truro)	
7. Point of Rocks, Mass. (Westport)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
3. Third district, Tompkinsville, N. Y.	
5. *Supply depots.*	
1. Absecon, N. J.	
2. Goat Island, R. I.	
3. Juniper Island, Vt.	
4. New London, Conn.	
5. Tompkinsville, N. Y. (general lighthouse depot)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
3. Third district, Tompkinsville, N. Y.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Absecon L. S., N. J. (2)	
2. Barber Point L. S., N. Y	
3. Barnegat L. S., N. J. (2)	
4. *Beavertail L. S., R. I. (1)	
5. *Bergen Point L. S. and Corner Stake Light, N.Y.	
6. Black Rock L. S., N. Y	
7. *Block Island (N.) L. S., R. I	
8. *Block Island (SE.) L. S., R. I. (2)	
9. Block Island Breakwater Range Lights and Great Salt Pond Breakwater Lights, R. I	
10. Bluff Point L. S., N. Y	
11. *Borden Flats L. S., Mass	
12. Bridgeport Breakwater Light, Conn	
13. Bridgeport Harbor L. S. and Bridgeport Harbor East Breakwater Light, Conn	
14. Bristol Ferry L. S., R. I	
15. Bullock Point L. S., R. I	
16. *Burlington Breakwater Lights, Vt. (Includes Burlington Breakwater, south; Burlington Breakwater, north extension; pierhead, north end, and Burlington Breakwater, north extension; pierhead, south end.)	
17. *Castle Hill L. S., R. I	
18. *Cedar Island L. S., N. Y	
19. Chapel Hill L. S., N. J	
20. Colchester Reef L. S., Vt	
21. *Cold Spring Harbor L. S., N. Y	
22. Conanicut Island L. S., R. I	
23. *Coney Island L. S., N. Y	
24. Conimicut L. S., R. I	
25. Conover Beacon (Front) L. S., N. J	
26. Coxsackie L. S., N. Y	
27. Crown Point L. S., N. Y	
28. Cumberland Head L. S., N. Y	
29. *Danskammer Point L. S., N. Y	
30. *Dutch Island L. S., N. Y	
31. *Eatons Neck L. S., N. Y. (1)	
32. Elm Tree Beacon L. S., N. Y	
33. *Esopus Meadows L. S., N. Y	
34. *Execution Rocks L. S., N. Y. (1)	
35. *Falkner Island L. S., Conn. (1)	
36. Fire Island L. S., N. Y	
37. *Fort Wadsworth L. S., N. Y. (1)	
38. Four Mile Point L. S., N. Y	
39. * Gould Island L. S., R. I	
40. * Great Beds L. S., N. J	
41. * Great Captain Island L. S., N. Y. (1)	
42. * Greene Ledge L. S., Conn. (1)	
43. * Gull Rocks L. S., R. I	
44. Hereford Inlet L. S., N. J	
45. * Hog Island Shoal L. S., R. I. (1)	
46. Horton Point L. S., N. Y	
47. * Hudson City L. S., N. Y	

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.

Department of Commerce and Labor—Continued.
2. Bureau of Lighthouses—Continued.
5. Field service—Continued.
3. Third district, Tompkinsville, N. Y.—Continued.
7. *Light stations and other aids*—Continued.
1. Light stations proper—Continued.

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
3. Third district, Tompkinsville, N. Y.—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
90. * Rose Island L. S., R. I.	
91. * Sabine Point L. S., R. I.	
92. Sakonnet L. S., R. I.	
93. Sands Point L. S., R. I.	
94. Sandy Hook L. S., N. J.	
95. Saugerties South Dike Light and Saugerties L. S., N. Y.	
96. * Saybrook (Lynde Point) L. S., Conn.	
97. * Saybrook Breakwater L. S., Conn.	
98. Seagirt L. S., N. J.	
99. Shinnecock Bay L. S., N. Y. (2)	
100. * Southwest Ledge L. S., New Haven Middle Breakwater East End Light, Conn. (1)	
101. Split Rock L. S., N. Y.	
102. * Stamford Harbor L. S., Conn.	
103. Staten Island L. S., N. Y. (1)	
104. * Stepping Stones L. S., N. Y.	
105. * Stonington Breakwater and Stonington Outer Breakwater L. S., Conn.	
106. * Stony Point Upper L. S., and Stony Lower Light, N. Y.	
107. Stratford Point L. S., Conn. (1)	
108. * Stratford Shoal (Middle Grounds) L. S., N. Y. (2)	
109. Stuyvesant L. S., N. Y.	
110. * Tarrytown L. S., N. Y.	
111. * Throgs Neck L. S., N. Y.	
112. * Tucker Beach and Sea Haven L. S., N. J.	
113. Waackaack (Rear) L. S., N. J.	
114. * Warwick L. S., R. I. (1)	
115. * Watch Hill L. S., R. I. (1)	
116. * West Bank L. S., N. Y. (2)	
117. West Point Light, N. Y.	
118. * Whale Rock L. S., N. Y. (1)	
119. * Wickford Harbor L. S., R. I.	
120. Windmill Point L. S., Vt.	
2. Fog-signal stations proper	
1. Fort Adams Fog-Signal Station, R. I.	
1. Laborer in charge	
2. Fort Lafayette Fog-Signal Station, N. Y.	
1. Laborer in charge	
3. Governors Island Light and Governors Island East End Fog-Signal Station, N. Y.	
1. Laborer in charge	
1. Laborer	
3. Lights [1]	
1. Attended lights, 138	
1. Laborers in charge	
2. Unattended lights	
4. Buoys, daymarks, etc.	

[1] For location and description of lights, daymarks, and other aids to navigation, see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
* Also for signal stations.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
3. Third district, Tompkinsville, N. Y.	
8. *Reservations.*	
1. Castle Island, R. I. (Bristol)	
2. Brockways Beach, Conn. (Brockway)	
3. Calus Island, Conn. (Old Lyne)	
4. Devils Wharf, Conn. (Deep River)	
5. Mill River, Conn. (Stamford)	
6. Patrick Rock, Conn. (Norwalk)	
7. Fishers Island (Race Point), N. Y. (New London, Conn)	
8. Mill Reef, N. Y. (Brooklyn)	
9. Petters or Sea Flower Reef, N. Y. (New London, Conn.)	
10. Sand Spit, N. Y. (Stuyvesant)	
11. Schodack Channel, N. Y. (Castleton)	
12. Waterfront in Brooklyn, East River, N. Y. (Brooklyn)	
13. Atlantic City, N. J. (Atlantic City)	
14. Barnegat Jetty, N. J. (Barnegat City)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
4. Fourth district, Philadelphia, Pa.	
6. *Lighthouse tenders and vessels.*	
1. Tenders..........	
1. Sunflower (steamer, screw)..........	
2. Zigania (steamer, screw)..........	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
4. Fourth district, Philadelphia, Pa.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Baker Range L. S., Del	
2. Bellevue Range Front L. S., Del	
3. * Bellevue Range Rear L. S., Del	
4. * Billingsport Front L. S., N. J	
5. Bombay Hook L. S. and Smyrna Range Lights, Del	
6. * Brandywine Shoal L. S., Del. (2)	
7. Cape Henlopen L. S., Del. (2)	
8. Cape May L. S., N. J. (2)	
9. * Cherry Island Front Range L. S., Del	
10. Cherry Island Range Rear L. S., Del	
11. Cohansey L. S., N. J	
12. Deep Water Point Range Front L. S., N. J	
13. Deep Water Point Range Rear L. S., N. J	
14. * Delaware Breakwater Range Front L. S., and Delaware Breakwater West End Light, Del. (2)	
15. Delaware Breakwater Range Rear L. S., Del. (1)	
16. * Elbow of Cross Ledge L. S., N. J. (2)	
17. Fenwick Island L. S., Del. (1)	
18. Finns Point Range Front L. S., N. J	
19. Finns Point Range Rear L. S., N. J	
20. Fort Mifflin Bar Cut Range Rear L. S., N. J	
21. * Fourteen Foot Bank L. S., Del. (2)	
22. * Harbor of Refuge L. S., and Harbor of Refuge North End Light, Del. (2)	
23. Horseshoe Range East Group L. S., N. J	
24. Horseshoe Range West Group L. S., N. J	
25. * Killick Shoal L. S., Va	
26. Listons Range Front L. S., Del	
27. Listons Range Rear L. S., Del. (1)	
28. Mahon River L. S., Del	
29. New Castle Range Front L. S., Del	
30. Mispillon River L. S., Del	
31. Maurice River L. S., N. J	
32. Maurice River Range L. S., N. J	
33. New Castle Range Rear L. S., Del	
34. * Old Reedy Island L. S., Del	
35. Reedy Island Range Front L. S., Del	
36. Schooner Ledge Range Front L. S., Pa	
37. Schooner Ledge Range Rear L. S., Pa	
38. Schuykill River Range L. S., Pa	
39. * Ship John Shoal L. S., N. J. (2)	
40. Tinicum Island Range Rear L. S., N. J	
2. Fog-signal stations proper	
1. Fort Mifflin Fog-Signal Station, Pa	
3. Lights[1]	
1. Attended lights (19)	
1. Laborers in charge	
2. Unattended lights	
4. Buoys, daymarks etc	

[1] For location and description of buoys, daymarks, and other aids to navigation, see list published by Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
*Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
4. Fourth district, Philadelphia, Pa.	
8. *Reservations.*	
1. Deep Water Point, N. J. (Wilmington, Del.)	
2. Little Creek, Del. (Little Creek)	
3. Cape Henlopen, Del. (Rehoboth)	
4. Mahon Ditch, Del. (Little Creek)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
5. Fifth district, Baltimore, Md.	
5. *Supply depots.*	
1. Annapolis, Md	
2. Canton, Md	
3. Point Lookout, Md	
4. Portsmouth, Va	
5. Washington, D. C	
6. Washington, N. C	
7. Lazaretto Point, Md	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
5. Fifth district, Baltimore, Md.	
6. *Lighthouse tenders and vessels.*	
1. Tenders	
1. Holly (steamer, side wheel)	
2. Juniper (steamer, screw)	
3. Maple (steamer, screw)	
4. Orchid (steamer, screw)	
5. Jessamine (steamer, side wheel)	
6. Thistle (steamer, screw)	
2. Vessels	
1. 35-foot Channel, Virginia, No. 45 (steel)	
2. Tail of the Horseshoe, Va., No. 46 (steel)	
3. Cape Charles, Va., No. 49 (composition)	
4. Fenwick Island Shoal, Del., No. 52 (steel)	
5. Diamond Shoal, N. C., No. 71 (composition)	
6. Relief No. 72 (steel)	
7. Cape Lookout Shoals, N. C., No. 80 (steel)	
8. Winter Quarter Shoal, Va. (Relief), No. 91 (steel).	

	Reference page.

Department of Commerce and Labor.
2. Bureau of Lighthouses.
5. Field service.
6. Fifth district, Baltimore, Md.
7. *Light stations and other aids.*
1. Light stations proper
1. Assateague L. S. and Fishing Point and Assateague Anchorage Lights, Va. (3)
2. Back River L. S., Va.
3. *Baltimore L. S., Md. (1)
4. * Bells Rock L. S., Md
5. * Blackistone Island L. S., Md
6. * Bloody Point Bar L. S., Md. (1)
7. * Bluff Shoal L. S., N. C. (1)
8. Bodie Island L. S., N. C
9. * Bowlers Rock L. S., Va
10. * Brant Island Shoal L. S. and Brant Island Slue Light, N. C. (1)
11. * Cape Charles L. S., Va. (2)
12. Cape Hatteras L. S., N. C. (2)
13. * Cape Henry L. S., Va. (3)
14. Cape Lookout L. S., N. C. (2)
15. * Cedar Point L. S., Md
16. * Cherrystone L. S., Va. (1)
17. * Choptank River L. S., Md. (1)
18. * Cobb Point Bar L. S., Md. (1)
19. Cove Point L. S., Md. (1)
20. Craighill Channel Range Front L. S., Md. (1)
21. Craighill Channel Range Rear L. S., Md. (1)
22. * Craney Island L. S., Va. (1)
23. * Croatan L. S., N. C. (1)
24. Currituck Beach L. S., N. C. (1)
25. Currituck Sound Beacon Lights, N. C
26. Cutoff Channel Range Front L. S., Md. (1)
27. Cutoff Channel Range Rear L. S., Md
28. * Deep Water Shoals L. S., Va. (1)
29. * Drum Point L. S., Md
30. Dutch Cap Cutoff Lights, Va
31. Fenwick Island L. S., Del. (1)
32. Fishing Battery L. S., Md
33. * Fort Carroll L. S., Md
34. * Fort Washington L. S., Md
35. * Great Shoals L. S., Md
36. * Great Wicomico River L. S., Va
37. * Greenbury Point Shoal L. S., Md. (1)
38. * Gull Shoal L. S., N. C. (1)
39. * Harbor Island Bar L. S., N. C
40. Hatteras Inlet L. S., N. C. (1)
41. Havre de Grace L. S., Md
42. * Hawkins Point L. S., Md
43. Hog Island L. S., Va. (2)
44. * Holland Island Bar L. S., Md. (1)
45. * Hooper Island L. S., Md. (1)
46. * Hooper Strait L. S., Md. (1)
47. * Janes Island L. S., Md. (1)
48. Jones Point L. S., Va
49. Jordan Point L. S., Va
50. Kitts Point No. 1 and Smith Creek No. 2 Lights, Md

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
6. Fifth district, Baltimore, Md.—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
51. Laurel Point L. S., N. C.	
52. Lazaretto Point L. S., Md. (1)	
53. Leading Point L. S., Md.	
54. Long Shoal L. S., N. C. (1)	
55. Love Point L. S., Md. (1)	
56. Lower Cedar Point L. S. and Lower Cedar Point Beacon L. S., Md. (1)	
57. * Maryland Point L. S. and Matomkin Point Middle Ground Light, Md. (1)	
58. * Mathias Point Shoal L. S., Port Tobacco River Flats, and Persimmon Point Shoal Lights, Md. (1)	
59. * Nansemond River L. S., Va. (1)	
60. * Neuse River L. S. and Point of Marsh Light, N. C. (1)	
61. Newbern Harbor Lights, N. C.	
62. New Point Comfort L. S., Va.	
63. * Newport News Middle Ground L. S., Va. (1)	
64. * North River L. S., N. C. (1)	
65. Ocracoke L. S., N. C.	
66. * Old Plantation Flats L. S., Va. (1)	
67. * Old Point Comfort L. S., Va.	
68. * Pages Rock L. S., Va. (1)	
69. * Pamlico Point L. S., N. C. (1)	
70. * Piney Point L. S., Md. (1)	
71. * Point Lookout L. S., Md.	
72. * Point No Point L. S., Md. (1)	
73. * Point of Shoals L. S., Md. (1)	
74. * Pooles Island L. S., Md.	
75. * Ragged Point L. S., Md. (1)	
76. * Roanoke Marshes L. S., N. C. (1)	
77. * Roanoke River L. S., N. C. (1)	
78. * Sandy Point L. S., Md. (1)	
79. * Seven-Foot Knoll L. S., Md. (1)	
80. * Sharkfin Shoal L. S., Md. (1)	
81. * Sharps Island L. S., Md. (2)	
82. * Smith Point L. S., Md. (1)	
83. * Solomons Lump L. S., Md. (1)	
84. * Somers Cove L. S., Md. (1)	
85. * Southwest Point Royal L. S., N. C. (1)	
86. * Stingray Point L. S., Va. (1)	
87. * Turkey Point L. S., Md.	
88. * Tangier Sound L. S., Va. (1)	
89. * Thimble Shoal L. S., Va. (2)	
90. * Thomas Point Shoal L. S., Md. (1)	
91. * Tue Marshes L. S., Va. (1)	
92. * Upper Cedar Point L. S., Md. (1)	
93. * Wade Point L. S., N. C. (1)	
94. * Watts Island L. S., Va. (1)	
95. * White Shoal L. S., Va. (1)	
96. * Windmill Point L. S., Va. (1)	
97. * Wolf Trap L. S., Va. (2)	
98. * York Spit L. S., Va. (1)	

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
6. Fifth district, Baltimore, Md.—Continued.	
7. *Light stations and other aids*—Continued.	
2. Fog-signal stations proper	
1. Lambert Point Station proper	
3. Lights [1]	
1. Attended lights (139)	
1. Laborers in charge	
2. Unattended lights	
4. Buoys, daymarks, etc	

[1] For location and description of buoys, daymarks, and other aids to navigation, see list published by Department of Commerce and Labor.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
5. Fifth district, Baltimore, Md.	
8. *Reservations.*	
1. Bodkins Point, Md. (Sparrow Point)............... ..	
2. Clay Island, Md. (Daux es Quarter)..................	
3. Fog or Frog Point, Md. (Crisfield)....................	
4. Days or Dogs Point, Va. (Newport News)............	
5. Lambert Point, Va. (Norfolk).........................	
6. Pungoteague, Va. (Pungoteague)......................	
7. Beacon Island, N. C. (Cape Hatteras, N. C.)..........	
8. Currituck and Albemarle Sounds, N. C. (Elizabeth City)..	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
6. Sixth district, Charleston, S. C.	
5. *Supply depots.*	
1. Castle Pinckney, N. C.	
2. Charleston, S. C.	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
Sixth district, Charleston, S. C.	
6. *Lighthouse tenders and vessels.*	
1. Tenders	
1. Cypress (steamer, screw)	
2. Water Lily (gasoline, screw)	
3. Arum (gasoline, screw)	
4. Snowdrop (gasoline, screw)	
2. Vessels	
1. Frying-Pan Shoals, N. C., No. 1 (wood)	
2. Martins Industry, S. C., No. 29 (wood)	
3. Charleston, S. C., No. 34 (wood)	
4. Relief, No. 53 (steel)	
5. Brunswick, Ga., No. 84 (steel)	
6. Knuckle of Frying-Pan Shoals, N. C., No. 94 (wood), *new*	

Reference page.

Department of Commerce and Labor.
- 2. Bureau of Lighthouses.
  - 5. Field service.
    - 6. Sixth district, Charleston, S. C.
      - 7. *Light stations and other aids.*
        - 1. Light stations proper
          - 1. Amelia Island, L. S., Fla.
          - 2. Bald Head L. S., N. C.
          - 3. Barnwell Place (Oglethorpe Range rear), Proctor Place, Oglethorpe Range Point, Fort Jackson Range Front and Rear, Ga. & S. C.
          - 4. Bloody Point Range, S. C.
          - 5. Bull Bay L. S., S. C. (1)
          - 6. Cape Canaveral L. S., Fla. (2)
          - 7. Cape Fear L. S., N. C. (2)
          - 8. Cape Romaine L. S., S. C. (2)
          - 9. Charleston L. S., S. C. (2)
          - 10. Daufuskie Island Range L. S., S. C.
          - 11. Drum Island South Light No. 4, Drum Island West Light No. 6, Town Creek North Light No. 5, Middle Shoal Light No. 7, Marsh Point Light No. 9, Upper Marsh Point Light No. 11, Drum Island North Spit Light No. 8, and Daniels Island Shoal Light No. 10, S. C.
          - 12. East Marsh Island No. 2, Sisters Rocks No. 4, West Marsh Island No. 6, Bull No. 1, Cowhead Shoal Range Lights, and Wappoo Cut Light No. 2, S. C.
          - 13. Fig Island Range Lights, Ga.
          - 14. Fort Clinch Range Lights, and Tiger Island Range Lights, Fla.
          - 15. *Fort Ripley Shoal L. S., S. C.
          - 16. *Fort Sumter L. S., S. C.
          - 17. Georgetown L. S. and North Island Light, S. C.
          - 18. Hillsboro Inlet Light Station, Fla. (2)
          - 19. Hilton Head Range L. S., S. C. (1)
          - 20. Hunting Island L. S., S. C. (2)
          - 21. Jupiter Inlet L. S., Fla. (2)
          - 22. Little Cumberland Island L. S. (1) and St. Andrew Sound Light, Ga.
          - 23. Lower Flats Range, Elba Island (3), and Upper Flats Range Lights, S. C. and Ga.
          - 24. Mosquito Inlet L. S., Fla. (2)
          - 25. Mount Pleasant Range L. S., S. C. (front and rear), also has charge of—
            Moultrieville, Sham Creek
            Hog Island Channel, No. 1 and 2
            Shutes Folly Island Spit, No. 3
          - 26. Paris Island Range L. S., S. C. (1)
          - 27. Plantation Creek Range, Jekyl Island Range, Colonels Island Range, Brunswick Harbor Range, Jekyl Creek Jetty Range Lights, Ga.
          - 28. St. Augustine L. S., Fla. (2)
          - 29. St. Johns River L. S. (St. Johns Entrance Range rear) and St. Johns Entrance Range Front Light, Fla.
          - 30. St. Simons L. S. and St. Simons Beacon Light, Ga. (1)

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers)
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
6. Sixth district, Charleston, S. C.—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
31. Sampit River Range Lights, Rabbit Island Light No. 2, Waccamaw Shoal Light No. 4, and Mother Bunch Light No. 9, S. C.	
32. Sapelo L. S., Ga	
32. South Channel Range Lights, Charleston Harbor, Sullivans Island Cover Lights Nos. 1 and 2, and Sullivans Island Breakwater Light, S. C.	
34. South Jetty Channel Range, and Middle Ground (1) Channel Range Lights, Entrance to Winyah Bay, S. C	
35. Tybee, L. S., Ga. (2)	
36. Tybee Range Front Light, Oyster Beds (1) Range, Ga., and Jones Island Range L. S., S. C.	
37. Tybee Knoll Cut Range, New Channel Range, and Long Island Crossing Range Lights, Ga. (1)	
38. Winyah Bay South Jetty South Island, Mosquito Creek, No. 1, Esterville Canal, Harriet Hill, Marsh Islands Range and Frazier Point Range Lights, S. C	
2. Lights [1]	
1. Attended lights—153	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, daymarks, etc	

[1] For location and description of lights, buoys, daymarks, and other aids to navigation see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
6. Sixth district, Charleston, S. C.	
8. *Reservations.*	
1. Campbell Island, N. C. (Wilmington).................	
2. Federal Point, N. C. (Southport).....................	
3. Ortons Point, N. C .(Southport)......................	
4. Prices Creek, N. C. (Southport)......................	
5. Upper Jetty, N. C. (Wilmington).....................	
6. Mount Pleasant, S. C. (Charleston)...................	
7. North Island, S. C. (Georgetown).....................	
8. Three Pines Thomas Island, S. C. (Charleston).......	
9. Williams Island, S. C. (Savannah, Ga.)...............	
10. White Point Garden, S. C. (Charleston)...............	
11. Savannah (Bay Street), Ga. (Savannah).............	
12. Wolf Island, Ga. (Darien)............................	
13. Morris Island, S. C. (Charleston).....................	
14. Cumberland Island, south end, Ga. (Fernandina, Fla.).	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
7. Seventh district, Key West, Fla.	
5. *Supply depots.*	
1. Egmont Key, Fla	
2. Key West, Fla	
3. Pensacola, Fla	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
7. Seventh district, Key West, Fla.	
6. *Lighthouse tenders and vessels.*	
1. Mangrove (steamer, screw)............................	

	Reference page.

Department of Commerce and Labor.
2. Bureau of Lighthouses.
5. Field service.
7. Seventh district, Key West, Fla.
7. *Light stations and other aids.*

[1] For location and description of lights, buoys, and daymarks, see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
7. Seventh district, Key West, Fla.	
8. *Reservations.*	
1. Cape Romano, Fla. (Naples)	
2. Estero Island, Fla. (Naples)	
3. Captive Island (Charlotte Harbor), Fla. (Sanibel Island)	
4. La Costa Island, Fla. (Punta Island)	
5. St. Andrews Bay, Fla. (St. Andrew)	
6. Soldiers Key, Fla. (Cocoanut Grove)	
7. West Sambo, Fla. (Key West)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
8. Eighth district, New Orleans, La.	
5. *Supply depots.*	
1. Fort San Jacinto, Tex	
2. Mobile, Ala	
3. Port Eads, La	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
8. Eighth district, New Orleans, La.	
6. *Lighthouse tenders and vessels.*	
1. Tenders..	
1. Arbutus (steamer, screw)........................	
2. Camelia (steamer, screw)........................	
3. Magnolia (steamer, screw).......................	
2. Vessels..	
1. South Pass, La. (composition), No. 42...........	
2. Heald Bank, Tex. (steel), No. 81................	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
8. Eighth district, New Orleans, La.	
7. *Light stations and other aids.*	
1. Light stations	
1. * Amite River L. S., Fla	
2. Apalachicola Range and Outer Lights, Fla	
3. Aransas Pass L. S., Tex. (1)	
4. Barataria Bay L. S., La	
5. Battery Gladeen and Mobile Ship Channel Lights, Ala. (1)	
6. Bayou St. John L. S., La	
7. Biloxi L. S., La	
8. Biloxi Harbor Lights, A, B, C, and D, Miss	
9. Bolivar Point L. S., Tex. (1)	
10. Brazos River L. S., Tex. (1)	
11. Brazos Santiago L. S., Tex. (1)	
12. Calcasieu Range L. S., La	
13. Cape St. George L. S., West Pass Cut Range, Sand Island Cut Range, and St. George Lights, Fla. (1)	
14. Cape San Blas L. S., Fla. (1)	
15. Carrabelle River Bar Range Lights, Fla	
16. Cat Island L. S., Miss	
17. Chandeleur L. S., La. (2)	
18. * Chefuncte River Range L. S., La	
19. Choctawhatchee River Light, Fla	
20. Choctawhatchee East Pass Range Lights, Fla	
21. Crooked River Range L. S., Fla. (1)	
22. * Cubits Gap L. S., La	
23. Deer Point Light and Fair Point Light, Fla	
24. Escribano Point Light, Fla	
25. Fort Barrancas Range L. S., and Pensacola Bay Range Front Light, Fla	
26. Fort McRee Cutoff Range Rear, Caucus Cut and Pensacola Bay Range Rear, and Caucus Cut and Fort McRee Cutoff Range Front Lights, Fla. (1)	
27. * Galveston Harbor L. S., Tex. (2)	
28. Gulfport Channel Lights Nos. 1, 2, 4, 6, 8, and 10, Miss. (1)	
29. Halfmoon Reef L. S., Tex	
30. * Head of Passes L. S. and Head of Passes East and West Jetty Lights, La. (1)	
31. Horn Island L. S., Miss. (1)	
32. Lake Borgne L. S., Miss. (1)	
33. Matagorda L. S., Tex. (1)	
34. * Merrill Shell Bank L. S., Miss. (1)	
35. Mobile Point L. S. and Mobile Point Beacon Light, Ala	
36. * New Canal L. S., La	
37. Oyster Bayou L. S., La	
38. Pascagoula River Lights, Miss	
39. Pascagoula River Range and Pascagoula River Entrance Lights A, B, C, D, and E, Miss. (1)	
40. Pass A Loutre L. S., La. (1)	

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.

[1] For location and description of lights, buoys, daymarks, and other aids to navigation, see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
8. Eighth district, New Orleans, La.	
8. *Reservations.*	
1. Petit Bois Island, Miss. (Scranton)	
2. St. Joseph Island, Miss. (Rigolets, La.)	
3. Northeast Pass (Franks Island), La. (Venice)	
4. Proctorville (Pelican Spit), La. (Rigolets, La.)	
5. Southeast Pass, La. (Venice)	
6. Tower Dupie (Fort), La. (New Orleans)	
7. Trinity Shoal, La. (Berwick)	
8. Vermillon Bay, La. (Cypremort Station)	
9. Cloppers Bar (Galveston Bay), Tex. (Galveston)	
10. Corpus Christi, Tex. (Corpus Christi)	
11. East Shoal, Tex. (Port Lavaca)	
12. Gallaniper Point, Tex. (Port Lavaca)	
13. Galveston, Tex. (Galveston)	
14. Padre Island, Tex. (Port Isabel)	
15. Pelican Spit (Galveston Bay), Tex. (Galveston)	
16. Rio Grande, Tex. (Brownsville)	
17. Salucia, Tex. (Port Lavaca)	
18. Swash Channel, Tex. (Port Lavaca)	
19. West Shoal, Tex. (Port Lavaca)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
9. Ninth district, San Juan, P. R.	
5. *Supply depots.*	
1. San Juan, P. R.	
2. Guantanamo Bay, Cuba	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
9. Ninth district, San Juan, P. R.	
6. *Lighthouse tenders and vessels.*	
1. Tenders..........	
1. Ivy (steamer, screw)..........	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
10. Tenth district, Buffalo, N. Y.	
5. *Supply depots.*	
1. Buffalo, N. Y.	
2. Erie, Pa.	
3. Maumee Bay, Ohio.	
4. Rock Island, N. Y.	
5. Sandusky Bay, Ohio.	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
10. Tenth district, Buffalo, N. Y.	
6. *Lighthouse tenders and vessels.*	
1. Tenders..	
1. Crocus (steamer, screw)........................	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
10. Tenth district, Buffalo, N. Y.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Ashtabula Harbor Range L. S., Ohio (1)	
2. Braddock Point, N. Y	
3. Buffalo L. S. and Buffalo North (1) Breakwater South End Light, N. Y. (1)	
4. *Buffalo Breakwater south entrance, north side light and Buffalo Breakwater, south entrance, south side, L. S., N. Y. (1)	
5. *Buffalo Breakwater, North End L. S., N. Y. (1)	
6. Cape Vincent Breakwater Lights, N. Y	
7. Carleton Island, L. S., N. Y	
8. *Cleveland West Breakwater east end L. S., Cleveland East Breakwater, west end, Cleveland East and West Breakwater Pierhead Lights, and Cleveland East and West Pier Lights, Ohio (3)	
9. *Conneaut Harbor Range Front L. S	
10. Cross-over Island L. S., N. Y	
11. *Detroit River L. S., Mich. (2)	
12. Dunkirk L. S. and Dunkirk Pierhead Light, N. Y. (1)	
13. Ecorse Range L. S., Mich	
14. *Fair Haven Range L. S	
15. Fairport L. S. and Fairport Pierhead Range Lights, Ohio (1)	
16. Fort Niagara L. S., N. Y	
17. *Galloo Island L. S., N. J	
18. *Genesee East Pier Light and Genesee L. S., N. Y. (1)	
19. Grassy Island South Channel Range, Mich	
20. Grassy Island North Channel Range L. S., Mich	
21. Green Island L. S., Ohio	
22. Grosse Isle North Channel Range L. S., Mich	
23. Grosse Isle South Channel Range L. S., Mich	
24. Horseshoe Reef L. S., N. Y	
25. Huron L. S., Ohio	
26. Lorain East and West Breakwater Pierhead Lights and Lorain Range L. S., Ohio (1)	
27. Manhattan Range L. S., Ohio	
28. Marblehead L. S., Ohio (1)	
29. Maumee Bay Range L. S., Ohio	
30. Monroe L. S., Mich	
31. Niagara River Range L. S., N. Y	
32. Oak Orchard L. S., N. Y	
33. Ogdensburg L. S., N. Y	
35. Olcott L. S., N. Y	
36. *Oswego L. S., N. Y	
37. Oswego Breakwater L. S., N. Y	
38. Port Clinton L. S., Ohio	
39. Presque Isle L. S., Pa	
40. *Presque Isle Fog Signal Station; Presque Isle Pierhead L. S. and Erie Range Lights, Nos. 1 and 2, Pa	

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
*Also fog-signal station.

[1] For complete list of lights, buoys, daymarks, and other aids to navigation (with description and location) see official lists published by the Department of Commerce and Labor.

* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
11. *Eleventh district, Detroit, Mich.*	
1. Inspector in charge	
2. Superintendent	
3. District office force	
4. Construction and repair	
5. Supply depots	58
6. Lighthouse tenders and vessels	59
7. Light stations and other aids	60
8. Reservations	61

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
11. Eleventh district, Detroit, Mich.	
6. *Lighthouse tenders and vessels.*	
1. Tenders	
1. Aspen (steamer, screw)	
2. Forget-me-not (gasoline, screw)	
3. Marigold (steamer, screw)	
4. Aramanth (steamer, screw)	
2. Vessels	
1. Bar Point Shoal, Mich., No. 59 (wood)	
2. Lake Huron, Mich., No. 61 (wood)	
3. Poe Reef, Mich., No. 62 (wood)	
4. Grossepoint, Mich., No. 75 (wood)	
5. Martin Reef, Mich., No. 89 (steel)	

	Reference page.

Department of Commerce and Labor.
2. Bureau of Lighthouses.
5. Field service.
11. Eleventh district, Detroit, Mich.
7. *Light stations and other aids.*
1. Light stations proper
1. *Alpena L. S., Mich.
2. *Au Sable L. S., Mich. (2)
3. Au Sable Pierhead Light, Mich
4. Belle Isle L. S., Mich
5. *Big Bay Point L. S., Mich. (2)
6. Birch Point Range L. S., Mich
7. Bois Blanc L. S., Mich
8. Brush Point Range L. S., Mich
9. Cedar Point Range L. S., Mich
10. Charity Island L. S., Mich. (1)
11. Cheboygan L. S., Mich. (1)
12. Cheboygan Crib and Cheboygan River Range L. S., Mich. (1)
13. Copper Harbor L. S., Mich
14. Copper Harbor Range L. S., Mich
15. *Crisp Point L. S., Mich. (2)
16. *Detour L. S., Mich. (2)
17. *Devils Island L. S., Wis. (2)
18. *Duluth Range L. S., Minn. (2)
19. *Eagle Harbor L. S., Mich. (1)
20. Eagle Harbor Range L. S., Mich
21. *Fort Gratiot L. S., Mich. (1)
22. *Forty-Mile Point L. S., Mich. (1)
23. *Fourteen-Mile Point L. S., Mich. (2)
24. Frying Pan Island L. S., Mich
25. Grand Island L. S., Mich. (1)
26. Grand Island Harbor Range L. S., Mich
27. *Grand Marais Harbor of Refuge Range L. S., Mich
28. *Grand Marais L. S., Minn
29. *Granite Island L. S., Mich. (1)
30. Gull Rock L. S., Mich. (1)
31. *Harbor Beach Harbor of Refuge East Entrance North (Main) L. S., E. Entrance S. and N. Entrance E. and W. Lights, Mich
32. *Huron Island L. S., Mich. (2)
33. Isle Aux Peches Range L. S., Mich
34. Isle Royal L. S., Mich. (1)
35. *La Pointe L. S., and Chequamegon Point Light, Wis. (2)
36. *Lily Pond S. & N. Portage Lake Ship Canals E. and W. Breakwater Lights, Portage Lake Ship Canals L. S., and Portage Lake Ship Canals Pierhead Light, Mich. (2)
37. Little Rapids Cut Lights Nos. 23–26, N. Entrance No. 27, L. S., and Bayfield Rock Range Lights, Mich. (1)
38. Mamajuda Range L. S., Mich
39. Manitou L. S., Mich. (2)
40. *Marquette L. S., and Marquette Breakwater Light, Mich. (2)
41. Mendota L. S., Mich

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants, or laborers).
* Also fog-signal station.

Reference page.

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants, or laborers).
(3) Keeper has 3 assistants (assistants, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
11. Eleventh district, Detroit, Mich.—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
81. *Whitefish Point L. S., Mich. (2)...............	
82. Windmill Point L. S., and Windmill Point Range Lights, Mich. (1).....................	
2. Lights[1]..	
1. Attended lights, 40............................	
1. Laborers in charge.........................	
2. Unattended lights..............................	
3. Buoys, daymarks, etc.............................	

[1] For location and description of lights, buoys, daymarks, and other aids to navigation see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
11. Eleventh district, Detroit, Mich.	
8. *Reservations.*	
1. Agate Harbor, Mich. (Eagle River).................	
2. Cheneux Islands (Scammons) Mich. (St. Ignace).....	
3. Clinton River, Mich. (Mount Clemens)...............	
4. Copper Harbor (Porter Island, western point) Mich. (Copper Harbor)..................................	
5. Drummond Island, Mich. (Detour)..................	
6. Grosse Pointe, Mich. (Trenton)......................	
7. Gull Island near Passage, Mich. (Port Arthur).......	
8. Montreal River, Mich. (Montreal)....................	
9. Wood Island near Cass Bay, Mich. (Au Train).......	
10. Ottawa (Towas Point) Mich. (Towas City)...........	
11. Grand Marais, Mich. (Eagle River)..................	
12. Presque Isle (island in harbor), Mich. (Marquette)..	
13. Round Island (entrance to St. Mary's River) Mich. (Sault Ste. Marie)................................	
14. Saginaw River, Mich. (Bay City)....................	
15. Gull Rock (small islet near Manitou Island), Mich. (Eagle River).....................................	
16. Huron Bay, Mich. (Huron Bay).....................	
17. Gull Island, Wis. (Bayfield).........................	
18. Beaver Bay, Minn. (Beaver Bay)....................	
19. Pigeon River (Point) Minn. (Grand Marais)..........	
20. Michilimacinac Island, Mich. (Mackinac)...........	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
12. Twelfth district, Chicago, Ill.	
5. *Supply depots.*	
1. Charlevoix, Mich	
2. Milwaukee, Wis	
3. St. Josephs, Mich	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
12. Twelfth district, Chicago, Ill.	
6. *Lighthouse tenders and vessels.*	
1. Tenders..	
1. Sumac (steamer, screw)........................	
2. Hyacinth (steamer, screw)......................	
3. Two Myrtles (steamer, screw) [1].................	
2. Vessels..	
1. Lansing Shoal, Mich., No. 55 (wood).............	
2. Grays Reef, Mich., No. 57 (wood)................	
3. Eleven-Foot Shoal, Mich., No. 60 (wood).........	
4. Peshtigo Reef, Wis., No. 77 (steel)..............	
5. North Manitou Shoal, Mich., No. 56.............	

[1] To be sold.

	Reference page.

Department of Commerce and Labor.
 2. Bureau of Lighthouses.
  5. Field service.
   12. Twelfth district, Chicago, Ill.
    7. *Light stations and other aids.*
     1. Light stations proper
      1. *Algoma Pierhead Range L. S., Wis. (1)
      2. Bailey Harbor Range L. S., Wis
      3. *Beaver Island L. S., Mich. (2)
      4. Beaver Island Harbor L. S., Mich
      5. *Big Sable L. S., Mich. (2)
      6. *Calumet Harbor L. S., Ill. (2)
      7. *Calumet Pierhead L. S., Ill. (1)
      8. Cana Island L. S., Wis. (1)
      9. Cedar River L. S., Mich
      10. Chambers Island L. S., Wis. (1)
      11. *Charlevoix Pierhead L. S., Mich
      12. *Chicago Breakwater S. and Chicago Breakwater N. Light and Chicago Pierhead Range L. S., Ill. (2)
      13. *Chicago Harbor L. S. and Chicago Outer Breakwater Northwest End Light, Ill. (3)
      14. Dunlap Reef Range L. S. and Sturgeon Bay Bridge Light, Wis
      15. Eagle Bluff L. S., Wis
      16. *Escanaba L. S., Mich
      17. *Frankfort Pierhead Range L. S., Mich. (1)
      18. *Grand Haven Pierhead Range L. S., Mich. (2)
      19. *Grand Traverse L. S., Mich. (2)
      20. Grassy Island Lower and Grass Island Upper L. S., Elbow and Murphy's Dock Lights, Wis. (1)
      21. Green Island L. S., Wis. (2)
      22. *Grosse Pointe L. S., Ill. (2)
      23. *Holland (Black Lake), Range L. S., and Middle Ground, Drake Point and Point Superior Lights, Mich. (2)
      24. *Ile Aux Galets L. S., Mich. (2)
      25. *Kalamazoo L. S. and Saugatuck South Pierhead Lights, Mich. (1)
      26. *Kenosha Breakwater Light and Kenosha L. S., Wis. (2)
      27. *Kewaunee Pierhead Range L. S., Wis. (2)
      28. Little Sable L. S., Mich. (1)
      29. *Little Traverse L. S., Mich
      30. *Ludington South Pierhead L. S., Ludington North Breakwater Light, and Ludington South Breakwater Light, Mich. (2)
      31. *Manistee L. S. and Manistee Pierhead Light, Mich. (3)
      32. *Manitowoc Breakwater Light and Manitowoc Pierhead L. S., Wis. (2)
      33. *Menominee Pierhead L. S., Michigan City
      34. *Michigan City East Pierhead L. S., Michigan City Breakwater, and Michigan City West Pierhead Lights, Ind. (2)
      35. *Milwaukee Pierhead Range L. S. and Milwaukee Breakwater Light, Wis. (2)

(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
* Fog-signal station also.

	Reference page.
Department of Commerce and Labor—Continued.	
2. Bureau of Lighthouses—Continued.	
5. Field service—Continued.	
12. Twelfth district, Chicago, Ill.—Continued.	
7. *Light stations and other aids*—Continued.	
1. Light stations proper—Continued.	
36. Mission Point L. S., Mich.	
37. *Muskegon Pierhead Range L. S. and Muskegon Lake and Bank Point Lights, Mich. (2)	
38. *North Manitou L. S., Mich. (2)	
39. North Point L. S., Wis.	
40. *Old Mackinac Point L. S., Mich. (2)	
41. Pentwater Pierhead Range L. S., Mich.	
42. Petoskey Light, Mich.	
43. *Pilot Island L. S., Wis. (3)	
44. *Plum Island Range L. S., Wis. (3)	
45. *Point Betsie L. S., Mich. (2)	
46. Point Peninsular L. S., Mich.	
47. Portage Lake Pierhead Range Lights, Mich.	
48. Port Washington Pierhead L. S., Wis.	
49. Pottawatomie L. S., Wis. (1)	
50. *Poverty Island L. S., Mich. (3)	
51. *Racine Breakwater Light and Racine Pierhead L. S., Wis. (1)	
52. *Racine Reef L. S., Wis. (3)	
53. *Seul Choix Pointe L. S., Mich. (2)	
54. *Sheboygan Breakwater L. and Sheboygan Pierhead L. S., Wis. (2)	
55. Sherwood Point L. S., Wis. (1)	
56. *South Fox Island L. S., Mich. (3)	
57. South Haven Pierhead L. S., Mich. (1)	
58. *South Manitou L. S., Mich. (2)	
59. *Squaw Island L. S., Mich. (2)	
60. Squaw Point L. S., Mich.	
61. St. Helena L. S., Mich. (1)	
62. St. Joseph L. S., Mich.	
63. *St. Joseph Pierhead Range L. S., Mich.	
64. *St. Martin Island L. S., Mich. (2)	
65. *Sturgeon Bay Canal Pierhead Light, Sturgeon Bay Canal L. S., and Sturgeon Bay Canal Lights, 1, 3, and 4, Wis. (3)	
66. *Tail Point L. S., Wis. (1)	
67. *Twin River Point L. S., Wis. (2)	
68. Two Rivers Pierhead L. S., Wis. (1)	
69. *Waugoshance L. S., Mich. (3)	
70. *Waukegan Harbor L. S., Ill. (2)	
71. White River L. S. and White River Pierhead Light, Mich. (1)	
72. *White Shoal L. S., Mich. (3)	
73. *Wind Point L. S., Wis. (2)	
2. Lights [1]	
1. Attended lights, 6	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, daymarks, etc.	

[1] For description and location of lights, buoys, daymarks, and other aids to navigation see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
* Fog-signal station also.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
12. Twelfth district, Chicago, Ill.	
8. *Reservations.*	
1. Holland, Mich. (Holland)	
2. Pentwater, Mich. (Pentwater)	
3. South Haven, Mich. (South Haven)	
4. Calumet, Ill. (Chicago)	
5. Chicago, Ill. (Chicago)	
6. Taylorport, Ill. (Waukeegan)	
7. Manitowoc, Wis. (Manitowoc)	
8. Two Rivers. Wis. (Two Rivers)	
9. Winnebago Lake, island in the entrance into the mouth of Menasha, Wis. (Menasha)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
13. *Thirteenth district, Rock Island, Ill.*	
1. Inspector in charge	
2. District office force	
3. Supply depots	
1. Rock Island, Ill	
4. Lighthouse tenders and vessels	
1. Tenders	
1. Lily (steamer, side-wheel)	
5. Light stations and other aids	
1. Light stations proper [1]	
2. Lights	
1. Attended lights (362)	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, daymarks, etc.[2]	

[1] There are no light stations in the river districts (i. e., thirteenth, fourteenth, and fifteenth).
[2] For complete lists of these (with description and location) see official publications of the Department of Commerce and Labor.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
14. *Fourteenth district, Cincinnati, Ohio.*	
1. Inspector	
2. District office force	
3. Supply depot	
1. Cincinnati, Ohio	
4. Lighthouse tender	
1. Goldenrod (steamer, stern-wheel)	
5. Light stations and other aids	
1. Light stations proper [1]	
2. Lights [2]	
1. Attended lights (593)	
1. Laborers in charge	
2. Unattended	
3. Buoys, daymarks, etc	

[1] There are no light stations in the river districts (i. e., thirteenth, fourteenth, and fifteenth).
[2] For complete lists of these (with description and location), see official publications of the Department of Commerce and Labor.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
15. *Fifteenth district, St. Louis, Mo.*	
1. Inspector in charge	
2. District office force	
3. Supply depot	
1. St. Louis, Mo	
4. Lighthouse tender	
1. Oleander (steamer, stern-wheel)	
5. Light stations and other aids	
1. Light stations [1]	
2. Lights [2]	
1. Attended lights, 560	
1. Laborers in charge	
2. Unattended	
3. Buoys, daymarks, etc.[2]	

[1] There are no light stations in the river districts (i. e., thirteenth, fourteenth, and fifteenth).
[2] For complete lists of these (with description and location), see official publications of the Department of Commerce and Labor.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
16. Sixteenth district, Ketchikan, Alaska.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Cape Hinchinbrook L. S., Alaska (2)	
2. *Cape Sarichef L. S., Alaska (2)	
3. *Eldred Rock L. S., Alaska (2)	
4. *Guard Island L. S., Alaska (1)	
5. *Lincoln Rock L. S., Alaska (2)	
6. *Mary Island L. S., Alaska (1)	
7. Point Retreat L. S., Alaska	
8. *Scotch Cap L. S., Alaska (2)	
9. *Sentinel Island L. S., Alaska (1)	
10. Southeast Five Finger Islands, Alaska (2)	
11. Tree Point L. S., Alaska (2)	
2. Lights [1]	
1. Attended lights, 34	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, daymarks, etc.[1]	

[1] For complete list of lights, buoys, daymarks and other aids (with description and locations), see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
16. Sixteenth district, Ketchikan, Alaska.	
8. *Reservations.*	
1. Dutch Harbor, Alaska (Unalaska)	
2. Ugamak Island, Alaska (Dutch Harbor)	
3. Rootok Island, Alaska (Unalaska)	
4. Egg Island, Alaska (Unalaska)	
5. Unalga Island and Sea Gull Rock adjacent, Alaska (Unalaska)	
6. Pinacle entrance to Sumner Bay, Alaska (Unalaska)	
7. Cape Edgecombe, Alaska (Sitka)	
8. Fairway Island in Peril Strait, Alaska (Sitka)	
9. Ralston Island, Alaska (Juneau)	
10. Yasha Island, Alaska (Sitka and Juneau)	
11. Abraham Islands (both islands), Alaska (Wrangell)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
17. Seventeenth district, Portland, Oreg.	
5. *Supply depots.*	
1. Ediz Hook	
2. Tongue Point, Oreg	
3. Portland, Oreg	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
17. Seventeenth district, Portland, Oreg.	
6. *Lighthouse tenders and vessels.*	
1. Tenders..	
1. Heather (steamer, screw)........................	
2. Columbine (steamer, screw)......................	
3. Manzanita (steamer, screw)......................	
2. Vessels..	
1. Umatilla Reef, Wash., No. 67 (steel)............	
2. Columbia River, Oreg., No. 88 (steel)...........	
3. Swift Sure Bank, Wash., No. 93 (steel)..........	
4. Relief No. 50 (composition).....................	
5. Relief No. 92 (steel)...........................	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
17. Seventeenth district, Portland, Oreg.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Admiralty Head L. S., Wash	
2. * Browns Point L. S., Wash	
3. Burrows Island L. S., Wash. (1)	
4. * Cape Arago L. S., Oreg. (1)	
5. Cape Blanco L. S., Oreg. (2)	
6. Cape Disappointment L. S., Wash. (1)	
7. * Cape Flattery L. S., Wash. (2)	
8. Cape Meares L. S., Oreg. (2)	
9. * Coquille River L. S., Oreg. (1)	
10. * Desdemona Sands L. S., Oreg. (1)	
11. * Destruction Island L. S., Wash. (3)	
12. * Ediz Hook L. S., Wash. (1)	
13. * Grays Harbor Light No. 2 Lower, Rennies Island, Rennies Island Upper, South Channel and Cow Point Lights, Wash	
14. Grays Harbor L. S., Wash. (2)	
15. Heceta Head L. S., Oreg. (2)	
16. * Marrow Stone Point L. S., Wash	
17. * Muckilteo Point L. S., Wash. (1)	
18. * New Dungeness L. S., Wash. (2)	
19. North Head L. S., Wash. (2)	
20. * Patos Island L. S., Wash. (1)	
21. * Point No Point L. S., Wash. (1)	
22. * Point Wilson L. S., Wash. (1)	
23. *Robinson Point L. S., Wash. (1)	
24. * Semiamoo Harbor L. S., Wash. (1)	
25. * Slip Point L. S., Wash. (1)	
26. Smith Island L. S., Wash. (1)	
27. * Tillamook Rock L. S., Oreg. (4)	
28. * Turn Point L. S., Wash. (1)	
29. Umpqua River L. S., Oreg. (2)	
30. * Warrior Rock Light, Oreg. (1)	
31. * West Point L. S., Wash. (1)	
32. * Willamette River Range Light Station, Oreg	
33. Willapa Bay L. S., Wash. (1)	
34. Yaquina Head L. S., Oreg. (2)	
2. Lights [1]	
1. Attended lights—190	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, daymarks, etc	

[1] For description and location of lights, buoys, daymarks, and other aids to navigation, see official lists published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
(4) Keeper has 4 assisatnts (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
17. Seventeenth district, Portland, Oreg.	
8. *Reservations.*	
1. Cape Lookout, Oreg. (Tillamook)	
2. False Tillamook, Oreg. (Tillamook)	
3. Clarks Island, Wash. (Whatcom)	
4. Eliza Island, Wash. (Whatcom)	
5. Cape Johnson, Wash. (Lapush)	
6. Skip Jack Island, Wash. (Port Townsend)	
7. Point Doughty, Wash. (Whatcom)	
8. Jones Island, Wash. (Friday Harbor)	
9. Tura Island, Wash. (Friday Harbor)	
10. Davidson Rock, Wash. (Anacortes)	
11. Sucia Islands, Wash. (Whatcom)	
12. Tatugh Point on Blake Island, Wash. (South Colby)	
13. Matia Island, Wash. (Fairhaven)	
14. Belle Rock, Wash. (Anacortes)	
15. North Peapod Rock, Wash. (Anacortes)	
16. Sisters Island, Wash. (Fairhaven)	
17. Puffin Island, Wash. (Fairhaven)	
18. James Island, Wash. (Anacortes)	
19. Blakely Island, Wash. (Anacortes)	
20. Deadmans Bay, Wash. (Friday Harbor)	
21. Watmough Head, Wash. (Fidalgo City)	
22. Kellet Bluff, Wash. (Roche Harbor)	
23. Ice Berg Point, Wash. (Friday Harbor)	
24. Point Lawrence, Wash. (Whatcom)	
25. Flattop Island, Wash. (Friday Harbor)	

	Reference page.
Department of Commerce and Labor.	
2. **Bureau of Lighthouses.**	
5. **Field service.**	
18. **Eighteenth district, San Francisco, Cal.**	
5. ***Supply depots.***	
1. Yerba Buena, Cal.	
2. San Francisco, Cal.	

	Reference page.
1. Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
18. Eighteenth district, San Francisco, Cal.	
6. *Lighthouse tenders and vessels.*	
1. Tenders	
1. Yerba Buena (gasoline, screw)	
2. Madrono (steamer, screw)	
3. Sequoia (steamer, screw)	
2. Vessels	
1. San Francisco, Cal., No. 70 (steel)	
2. Relief No. 76 (steel)	
3. Blunt's Reef, No. 83 (steel)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
18. Eighteenth district, San Francisco, Cal.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Angel Island L. S., Cal	
2. Alcatraz fog signal and Alcatraz L. S., Cal. (2)	
3. *Ano Nuevo L. S., Cal. (1)	
4. *Ballast Point L. S., Cal	
5. *Bonita Point L. S., Cal. (3)	
6. *Cape Mendocino L. S., Cal. (2)	
7. *Carquinez Strait L. S., Cal. (1)	
8. Crescent City L. S., Cal	
9. *East Brother Island L. S., Cal. (1)	
10. *Farallon L. S., Cal. (3)	
11. *Fort Point L. S., Cal. (2)	
12. *Humbolt L. S., Cal. (2)	
13. *Humbolt Bay Range L. S., Cal	
14. *Line Point L. S., Cal. (1)	
15. *Mare Island L. S., Cal. (1)	
16. *Mile Rocks L. S., Cal. (2)	
17. *Oakland Harbor L. S. and Oakland Harbor, South Jetty Light, Cal. (1)	
18. *Piedras Blancas L. S., Cal. (3)	
19. *Pigeon Point L. S., Cal. (3)	
20. *Point Arena L. S., Cal. (3)	
21. *Point Arguello L. S., Cal. (2)	
22. *Point Cabrillo L. S., Cal. (2)	
23. *Point Conception L. S., Cal. (3)	
24. Point Fermin L. S., Cal	
25. Point Hueneme L. S., Cal	
26. Point Loma L. S., Cal. (1)	
27. *Point Montara L. S., Cal. (1)	
28. *Point Reyes L. S., Cal. (3)	
29. *Point Sur L. S., Cal. (3)	
30. *Punta Gordo L. S., Cal. (2)	
31. *Roe Island L. S., Point Edith, Middle Point, and State Point Lights, Cal. (1)	
32. *St. George Reef L. S., Cal. (4)	
33. San Diego Bay Beacon Lights, Cal	
34. *San Luis Obispo L. S., Cal. (2)	
35. San Pedro Bay Lights, Cal	
36. Santa Barbara L. S., Cal	
37. Santa Cruz L. S., Cal	
38. *Southampton Shoal L. S., Cal. (1)	
39. *Trinidad Head L. S., Cal	
40. *Yerba Buena L. S., Cal	
41. Point Pinos L. S., Cal	
2. Fog-signal station proper	
1. Humboldt Bay Fog Signal Station, Cal	
1. Keeper	
2. Assistant keeper	
3. Lights [1]	
1. Attended lights, 21	
1. Laborers in charge	
2. Unattended lights	
4. Buoys, daymarks, etc	

[1] For description and location of lights, buoys, daymarks, and other aids to navigation, see official list published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).
(3) Keeper has 3 assistants (assistants proper, or laborers).
(4) Keeper has 4 assistants (assistants proper, or laborers).
* Also fog-signal station.

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
18. Eighteenth district, San Francisco, Cal.	
8. *Reservations.*	
1. Anacapa Island (east end), Cal. (Hueneme)	
2. Anacapa Island (west end), Cal. (Hueneme)	
3. Anita Rock, Cal. (San Francisco)	
4. Battery Point, Cal. (San Francisco)	
5. Humboldt Harbor, Cal. (Humboldt)	
6. Santa Barbara Island, Cal. (San Pedro)	
7. Island at west entrance San Clemente, Cal. (San Diego)	
8. Island at entrance Cuylers Harbor, Cal. (Santa Barbara)	
9. Point Buchon, Cal. (Port Hartford)	
10. Point Gorda (Cape San Martin), Cal. (Mansfield or Gorda)	
11. Point Sal, Cal. (Port Hartford)	
12. Point St. George, Cal. (Crescent City)	
13. San Clemente, Cal. (San Diego)	
14. San Nicolas Island, Cal. (San Pedro)	
15. Shelter Cove, Cal. (Femdale)	
16. Whalers Island, Cal. (San Luis Obispo)	

	Reference page.
Department of Commerce and Labor.	
2. Bureau of Lighthouses.	
5. Field service.	
19. Nineteenth district, Honolulu, Hawaii.	
7. *Light stations and other aids.*	
1. Light stations proper	
1. Alia Point L. S., Hawaii	
2. Barbers Point L. S., Hawaii	
3. Diamond Head L. S., Hawaii	
4. Honolulu Harbor L. S., Honolulu Harbor, channel lights 3, 4, 5, 6, 7, and 8 and Honolulu Fort Street Light, Hawaii (1)	
5. Kahala Light, Hawaii	
6. Kailua L. S., Hawaii	
7. Ka Lae L. S., Hawaii	
8. Kanahena Point L. S., Hawaii	
9. Kauhola Point Light, Hawaii	
10. Kauiki Head Light, Hawaii	
11. Kawaihae Light, Hawaii	
12. Kaehole Point L. S., Hawaii	
13. Laeo Ka Laau Point L. S., Hawaii	
14. Lahainia Light, Hawaii	
15. Laupahoehoe Point Light, Hawaii	
16. Makahuena Point Light, Hawaii	
17. Makapuu Point L. S., Hawaii (2)	
18. McGregor Point L. S., Hawaii	
19. Molokai L. S., Hawaii (2)	
20. Nakalele Head L. S., Hawaii	
21. Napoopoo Light, Hawaii	
22. Paukaa Point Light, Hawaii	
23. Pauwala Point L. S., Hawaii	
24. Nawiliwili Harbor L. S., Hawaii	
2. Lights	
1. Attended lights (17)	
1. Laborers in charge	
2. Unattended lights	
3. Buoys, day marks, etc. [1]	

[1] For description and location of lights, buoys, day marks, and other aids to navigation, see official list published by the Department of Commerce and Labor.
(1) Keeper has 1 assistant.
(2) Keeper has 2 assistants (assistants proper, or laborers).

	Reference page.
Department of Commerce and Labor. 2. Bureau of Lighthouses. 5. Field service. 19. Nineteenth district, Honolulu, Hawaii. 8. *Reservations.* No reservations in this district.	

COMPILATION OF LAWS RELATING TO THE SERVICE.

The following compilation does not include the provisions of law providing for the establishment of aids to navigation on various rivers, nor the laws authorizing the establishment of particular lighthouses, lightships, etc.:

AN ACT To authorize additional aids to navigation in the Lighthouse Establishment, and to provide for a Bureau of Lighthouses in the Department of Commerce and Labor, and for other purposes. [Approved June 17, 1910. (36 Stat., 534.)]

SEC. 4. That hereafter there shall be in the Department of Commerce and Labor a Bureau of Lighthouses and a Commissioner of Lighthouses, who shall be the head of said bureau, to be appointed by the President, who shall receive a salary of five thousand dollars per annum. There shall also be in the bureau a deputy commissioner, to be appointed by the President, who shall receive a salary of four thousand dollars per annum, and a chief clerk, who shall perform the duties of chief clerk and such other duties as may be assigned to him by the Secretary of Commerce and Labor or by the commissioner. There shall also be in the bureau such inspectors, clerical assistants, and other employees as may from time to time be authorized by Congress, and there shall also be employed one chief constructing engineer at a salary of four thousand dollars per annum, and one superintendent of naval construction at a salary of three thousand dollars per annum, both to be appointed by the President. The Commissioner of Lighthouses shall make an annual report to the Secretary of Commerce and Labor, who shall transmit the same to Congress at the beginning of each regular session thereof; and such commissioner, subject to the approval of the Secretary of Commerce and Labor, is hereby authorized to consider, ascertain, adjust, and determine all claims for damages, where the amount of the claim does not exceed the sum of five hundred dollars, hereafter occasioned by collisions, for which collisions vessels of the Lighthouse Service shall be found to be responsible, and report the amounts so ascertained and determined to be due the claimants to Congress at each session thereof through the Treasury Department for payment as legal claims out of appropriations that may be made by Congress therefor.

SEC. 5. That all employees of or in the Lighthouse Board or the Lighthouse Establishment are hereby transferred to the Bureau of Lighthouses, excepting, however, Army and Navy officers.

SEC. 6. That all duties performed and all power and authority now possessed or exercised by the Lighthouse Board, under any provision of law not hereby repealed, are hereby transferred to and imposed and conferred upon and vested in the Commissioner of Lighthouses, under the direction and control of the Secretary of Commerce and Labor.

SEC. 7. That the commissioner of lighthouses shall, under the direction and control of the Secretary of Commerce and Labor, have charge and control of the construction, maintenance, repair, illumination, inspection, and superintendence of lighthouse depots, supply stations, light and signal stations, lighthouses, light vessels, lighthouse tenders, fog signals, submarine signals, beacons, buoys, day marks, post-lantern lights, and seamarks and their appendages, and generally of the Lighthouse Service, and the charge and custody of all the archives, books, documents, drawings, models, returns, apparatus, and other things appertaining to the Lighthouse Establishment.

SEC. 8. That all materials for construction, maintenance, repair, and operation shall be procured by public contracts, under such regulations as may from time to time be prescribed by the commissioner, subject to the approval of the Secretary of Commerce and Labor, and no contract shall be made except after public advertisement for proposals in such form and manner as to secure general notice thereof, and the same shall only be made with the lowest and best bidder therefor, upon security deemed sufficient in the judgment of the commissioner of lighthouses; but all bids may at any time be rejected by the commissioner: *Provided, however*, That the commissioner of lighthouses may purchase illuminating oil, wicks, and chimneys for lights, and ground tackle for light vessels and buoys, and to an amount not exceeding five hundred dollars at any one time, other materials and supplies when immediate delivery is required by an exigency, by private contract or in the open market, if he deems it for the best interests of the service so to do; but such purchases shall be set forth in the annual report of the commissioner with the reasons for purchasing other than upon bids after public advertisement.

SEC. 9. That the commissioner, under the direction of the Secretary of Commerce and Labor, is authorized, whenever an appropriation is made by Congress for a new lighthouse, the proper site for which does not belong to the United States, to purchase the necessary land for such site, provided the purchase money be paid from the amount appropriated for such lighthouse without exceeding the limit of cost, if any, fixed in such case; and the commissioner of lighthouses is authorized to employ temporarily draftsmen for the preparation of plans for tenders and light vessels which may be authorized by Congress, to be paid from the respective appropriations therefor.

SEC. 10. That the commissioner of lighthouses, under the direction and control of the Secretary of Commerce and Labor, shall, from time to time, prescribe and distribute such regulations as he may deem proper for securing an efficient, uniform, and economic administration of the Lighthouse Service.

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SEC. 12. That all unexpended appropriations which shall be available at the time when this act takes effect, in relation to the Lighthouse Board, the Lighthouse Establishment, and the Lighthouse Service, shall be available from the time that this act takes effect for expenditures in and by the Bureau of Lighthouses, and shall be treated the same as though the Bureau of Lighthouses had been named directly in the acts making said appropriations.

SEC. 13. That sections forty-six hundred and fifty-three, forty-six hundred and fifty-four, forty-six hundred and fifty-five, forty-six hundred and fifty-six, forty-six hundred and fifty-seven, forty-six hundred and fifty-eight, forty-six hundred and fifty-nine, forty-six hundred and sixty, forty-six hundred and sixty-three, forty-six hundred and sixty-four, forty-six hundred and sixty-five, forty-six hundred and sixty-six, forty-six hundred and sixty-seven, forty-six hundred and sixty-nine, forty-six hundred and seventy, and forty-six hundred and seventy-one of the Revised Statutes of the United States are hereby repealed.

SEC. 14. That sections four to thirteen, inclusive, of this act, shall take effect on the first day of July next succeeding its passage.

(The Lighthouse Establishment having been transferred to the Department of Commerce and Labor, pursuant to the act of Feb. 14, 1903 (32 Stat., 825), and the Lighthouse Board having been abolished and the Bureau of Lighthouses created by the act of June 17, 1910 (36 Stat., 534), the Secretary of Commerce and Labor succeeded to the duties of the Secretary of the Treasury, and the Commissioner of Lighthouses to the duties of the Lighthouse Board, in connection with the work of the Lighthouse Establishment.)

REVISED STATUTES.

SEC. 4661. No lighthouse, beacon, public piers, or landmark shall be built or erected on any site until cession of jurisdiction over the same has been made to the United States.

SEC. 4662. A cession by a State of jurisdiction over a place selected as the site of a lighthouse, or other structure or work of the Lighthouse Establishment, shall be deemed sufficient within the preceding section, notwithstanding it contains a reservation that process issued under authority of such State may continue to be served within such place. And notwithstanding any such cession of jurisdiction contains no such reservation, all process may be served and executed within the place ceded, in the same manner as if no cession had been made.

SEC. 4668. Whenever any of the light vessels occupying positions which are adapted to the erection of lighthouses upon pile foundations require to be rebuilt, or require such extensive repairs as to render the substitution of such lighthouses advisable and practicable, such permanent structures may be erected in place of any such light vessels; but the expense arising from all such changes and erections shall be defrayed from the general annual appropriations for repairs, and so forth, of light vessels, except when a special appropriation is made for such change.

SEC. 4672. The Secretary of the Treasury shall assign to any of the collectors of the customs the superintendence of such lighthouses, beacons, lightships, and buoys, as he deems best; but no person whose compensation as collector of customs exceeds three thousand

dollars a year shall receive any compensation as disbursing agent for the Lighthouse Establishment, whether the sums disbursed by him be for articles to be used or services rendered within or without the limits of his superintendency or collection district: *Provided*, That where the compensation of any collector as disbursing agent is not more than three thousand dollars a year, such agent shall receive for such services not more than four hundred dollars in any fiscal year.

SEC. 4673. The Secretary of the Treasury is authorized to regulate the salaries of the respective keepers of lighthouses in such manner as he deems just and proper, but the whole sum allowed for such salaries shall not exceed an average of six hundred dollars to each keeper.

SEC. 4674. The Secretary of the Treasury may, upon the recommendation of the Lighthouse Board, discontinue from time to time such lights as may from any cause become useless or unnecessary. And he may, upon the like recommendation, from time to time reestablish any lights which have been thus discontinued, whenever he believes such reestablishment to be required by public convenience or the necessities of trade or commerce.

SEC. 4676. The Lighthouse Board may, when they deem it is necessary, place a light vessel, or other suitable warning of danger, on or over any wreck or temporary obstruction to the entrance of any harbor, or in the channel or fairway of any bay or sound.

SEC. 4677. The Lighthouse Board shall properly mark all pierheads belonging to the United States situated on the northern and northwestern lakes, whenever the board is duly notified by the department charged with the construction or repair of pierheads that the construction or repair of any such pierheads has been completed.

SEC. 4678. All buoys along the coast, or in bays, harbors, sounds, or channels, shall be colored and numbered, so that passing up the coast or sound, or entering the bay, harbor, or channel, red buoys with even numbers shall be passed on the starboard hand, black buoys with uneven numbers on the port hand, and buoys with red and black stripes on either hand. Buoys in channel ways shall be colored with alternate white and black perpendicular stripes.

SEC. 4679. No additional salary shall be allowed to any civil, military, or naval officer on account of his being employed on the Lighthouse Board, or being in any manner attached to the Lighthouse Service.

SEC. 4680. No member of the Lighthouse Board, inspector, light keeper, or other person in any manner connected with the Lighthouse Service, shall be interested, either directly or indirectly, in any contract for labor, materials, or supplies for the Lighthouse Service, or in any patent, plan, or mode of construction or illumination, or in any article of supply for the Lighthouse Service.

STATUTES AT LARGE.

[Act of June 23, 1874 (18 Stat., 217-220).]

The jurisdiction of the Lighthouse Board, created by the act entitled "An act making appropriations for lighthouses, lightboats, buoys, and so forth, and providing for the erection and establishment of the same, and for other purposes" approved August thirty-first, eighteen hundred and fifty-two, is hereby extended over the Mississippi, Ohio,

and Missouri Rivers, for the establishment of such beacon lights, day beacons, and buoys as may be necessary for the use of vessels navigating those streams; and for this purpose the said board is hereby required to divide the designated rivers into one or two additional lighthouse districts, to be in all respects similar to the already existing lighthouse districts; and is hereby authorized to lease the necessary ground for all such lights and beacons as are used to point out changeable channels, and which in consequence can not be made permanent.

That whenever it may become necessary, in the adjustment of boundary lines, or in the opening or changing of necessary roadways affecting lands belonging to the United States and used for the purposes of the lighthouse establishments at Staten Island, New York, and at the Highlands of Navesink, New Jersey, or any part thereof, the Secretary of the Treasury is hereby authorized to execute for such purposes touching the property above referred to, or any part thereof, the necessary conveyances and assurances, and to receive, in consideration thereof, such other conveyances or assurances of adjoining lands, or of lands in the immediate vicinity, or other consideration, as may be agreed upon.

That the Secretary of the Treasury shall have power to order the sale at auction, after due public notice, of any real estate or other property pertaining to the lighthouse establishment no longer required for lighthouse purposes; the proceeds of such sales, after the payment therefrom of the expenses of making the same, to be deposited and covered into the Treasury as miscellaneous receipts, as now provided by law in like cases.

[Act of June 16, 1880 (21 Stat., 262.)]

And so much of section forty-six hundred and seventy-two of the Revised Statutes of the United States as provides compensation to collectors of the customs for services as superintendents of lights or as disbursing agents for the lighthouse establishment is hereby repealed.

That masters of lighthouse tenders shall have police powers in matters pertaining to Government property and smuggling.

[Act of July 7, 1884 (23 Stat., 198).]

That hereafter it shall be the duty of the Lighthouse Board to apply the money appropriated, other than for surveys, as far as can be without detriment to the interests of the Government, by contract.

[Act of June 20, 1906 (34 Stat., 324).]

That after the first day of January, nineteen hundred and seven, it shall be unlawful for any person, company, corporation, or municipality not under the control of the Lighthouse Board, to establish, erect, or maintain in the navigable waters of the United States any light as an aid to navigation, or any other aid to navigation similar to any of those maintained by the United States under the control and direction of the Lighthouse Board, without first obtaining permission so to do from the Lighthouse Board, in accordance with rules and regulations to be established by the Secretary of Commerce and Labor; and any person violating the provisions of this section or

any of the rules and regulations established by the Secretary of Commerce and Labor in accordance herewith shall be deemed guilty of a misdemeanor and be subject to a fine not exceeding the sum of one hundred dollars for each offense, and each day during which such violation shall continue shall be considered as a new offense.

[Act of Feb. 26, 1907 (34 Stat., 997).]

That hereafter officers of the Army and Navy detailed for service in connection with the Lighthouse Establishment shall be paid their actual traveling expenses when traveling under orders on official duty to and from points which can not be conveniently reached by vessel or railroad.

[Act of May 14, 1908 (35 Stat., 162).]

SEC. 5. That any person, firm, company, or corporation required by law to maintain a light or lights upon any bridge or abutments over or in any navigable waters, who shall fail or refuse to maintain such light or lights, or to obey any of the lawful rules and regulations relating to the same, shall be deemed guilty of a misdemeanor and be subject to a fine not exceeding the sum of one hundred dollars for each offense, and each day during which such violation shall continue shall be considered as a new offense.

SEC. 6. That it shall be unlawful for any person to obstruct or interfere with any aid to navigation established or maintained in the Lighthouse Establishment under the Lighthouse Board, or to anchor any vessel in any of the navigable waters of the United States so as to obstruct or interfere with range lights maintained therein, and any person violating the provisions of this section shall be deemed guilty of a misdemeanor and be subject to a fine not exceeding the sum of five hundred dollars for each offense, and each day during which such violation shall continue shall be considered as a new offense.

SEC. 7. That the Secretary of Commerce and Labor shall annually cause the Lighthouse Board to make a report to him for transmission to Congress of all aids to navigation in service which may be discontinued without distinct injury to the interests of navigation.

SEC. 9. That every lighthouse keeper and assistant lighthouse keeper in the Lighthouse Establishment of the United States shall be entitled to receive one ration per day or, in the discretion of the Lighthouse Board, commutation therefor at the rate of thirty cents per ration.

[Act of June 25, 1910 (36 Stat., 755).]

Hereafter there shall be submitted, following each estimate for support of the Lighthouse Establishment, statements showing the amount required for each object of expenditure mentioned in each of said estimates, together with a statement of the expenditures under each of such objects for the fiscal year terminated next preceding the period of submitting said estimates.

REGULATIONS OF THE SERVICE.

The regulations of the service are published in a volume entitled "Regulations for the United States Lighthouse Service, and Digest of Statutes, Orders, Decisions, and Circulars, and Instructions for the

Personnel of Vessels and Reservations. In force September 1, 1911." As this volume is readily available, it is unnecessary to reproduce the regulations in this place.

SUMMARY OF EXPENDITURES OF THE SERVICE, FISCAL YEAR 1911.

[Furnished to the Commission on Economy and Efficiency by the Secretary of Commerce and Labor.]

Classes of expenditures.	Total.	Bureau proper, Washington.	Field service.		
			Total.	District offices.	Lighthouse depots
Ordinary (current expense):					
Administration and overhead	$615,216.66	$35,563.50	$579,653.16	$321,903.32	$257,749.84
Operation	3,386,164.56	36,767.18	3,349,397.38	....	....
Maintenance	762,941.73	8,019.78	754,921.95	....	37,779.29
Rental	13,293.68	....	13,293.68	9,499.80	3,266.96
Expenditure for other services (reimbursable)	2,016.40	....	2,016.40	....	....
Total	4,779,633.03	80,350.46	4,699,282.57	331,403.12	298,796.09
Extraordinary (capital outlays):					
Land	1,766.60	....	1,766.60	....	....
Buildings	294,155.21	1,331.95	292,823.26	....	11,323.45
Other improvements	155.72	147.99	7.73	....	....
Equipment	435,123.63	967.00	434,156.63	4,494.40	....
Total	731,201.16	2,446.94	728,754.22	4,494.40	11,323.45
Grand total	5,510,834.19	82,797.40	5,428,036.79	335,897.52	310,119.54

Classes of expenditures.	Field service.			
	Land stations.	Light vessels.	Buoys and other aids.	Lighthouse tenders.
Ordinary (current expense):				
Operation	$1,513,503.28	$589,187.81	$59,348.02	$1,187,358.27
Maintenance	424,296.46	....	31,797.70	152,541.47
Rental	526.92	108,507.03	....	....
Expenditure for other services (reimbursable)	63.78	1,164.00	770.62	18.00
Total	1,938,390.44	698,858.84	91,916.34	1,339,917.74
Extraordinary (capital outlays):				
Land	1,766.60	....	....	....
Buildings	281,499.81	....	....	....
Other improvements	7.73	....	....	....
Equipment	32,859.07	72,765.42	284,828.36	39,209.38
Total	316,133.21	72,765.42	284,828.36	39,209.38
Grand total	2,254,523.65	771,624.26	376,744.70	1,379,127.12

APPROPRIATIONS FOR THE SERVICE, FISCAL YEAR 1912.

AN ACT Making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and twelve, and for other purposes.

BUREAU OF LIGHTHOUSES: Commissioner, five thousand dollars; deputy commissioner, four thousand dollars; chief constructing engineer, four thousand dollars; superintendent of naval construction, three thousand dollars; chief clerk, two thousand four hundred dollars; clerk, two thousand dollars; two clerks of class four; clerk of class three; two clerks of class two; six clerks of class one; five clerks, at one thousand dollars each; seven clerks, at nine hundred dollars each; clerk, eight hundred and forty dollars; clerk, seven hundred and twenty dollars; messenger; assistant messenger; two messenger boys, at four hundred and eighty dollars each; assistant engineer, three thousand dollars; assistant engineer, two thousand four hundred dollars; assistant engineer, two thousand two hunderd and fifty dollars; draftsman, one thousand eight hundred dollars; draftsman, one thousand five hundred and sixty dollars; draftsman, one thousand four hundred and forty dollars; draftsman, one thousand two hundred dollars; in all, sixty-four thousand six hundred and thirty dollars.

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and twelve, and for other purposes.

LIGHTHOUSES, BEACONS, FOG SIGNALS, LIGHT VESSELS, AND OTHER WORKS UNDER THE LIGHTHOUSE SERVICE: Monhegan Island, Maine, Light Station: For improving the light and fog signal at Monhegan Island, Maine, ten thousand dollars.

Stonington, Connecticut, Light Station: For repair of sea wall about Stonington Point, Connecticut, five hundred dollars.

For range light, in Bogue Sound, North Carolina, two thousand five hundred dollars.

Staten Island Lighthouse Depot, New York: For constructing a power house and foundry, and for completing the equipment, wiring, and so forth, of the power plant at the general lighthouse depot, Staten Island, New York, thirty thousand dollars.

Brandywine Shoal Light Station, Delaware: For rebuilding and improving the present light and fog signal station at Brandywine Shoal, Delaware Bay, Delaware, on the present or an adjacent site, seventy-five thousand dollars.

For establishing a light and fog signal station at or near the mouth of Rondout Creek, Hudson River, New York, forty thousand dollars.

Lincoln Rock Light Station, Alaska: For rebuilding and improving the present light and fog signal at Lincoln Rock, Alaska, on the present or an adjacent site, twenty-five thousand dollars.

Buffalo Breakwater, North End Light Station, New York: For rebuilding the Buffalo Breakwater, North End Light Station, New York, on the present or an adjacent site, sixty thousand dollars.

Superior Entry, Wisconsin: For the completion of the lighting of the breakwaters and piers at Superior Entry, Wisconsin, twenty-five thousand dollars.

Eagle Point Range Lights, New Jersey: For the establishment of proper lights to light a difficult turn at the junction of the two Horseshoe ranges on the Delaware River below Philadelphia, Pennsylvania, two thousand nine hundred and fifty dollars.

San Pedro Breakwater Light Station, California: For establishing a light and fog signal station on the San Pedro Breakwater, California, thirty-six thousand dollars.

For a light vessel for service at or near a point between Point Abino and Sturgeon Point, in Lake Erie, seventy-five thousand dollars.

Edgemoor Lighthouse Depot, Delaware: For the reconstruction of the wharves and sea wall, for dredging the basin, and for other improvements at the Edgemoor Lighthouse Depot, Delaware, thirty thousand dollars.

Miah Maul Shoal Light Station, Delaware Bay: For completing the construction of the light and fog signal station at Miah Maul Shoal, Delaware Bay, thirty thousand dollars.

Fort McHenry Channel, Maryland: For range lights, one hundred and twenty-five thousand dollars.

For suitable lights and signals in Cape Fear River, below Wilmington, North Carolina, twenty-one thousand dollars.

For establishing an adequate system of lighting in the channels leading to Norfolk Harbor, Virginia, thirty-five thousand dollars.

Sand Island Light Station, Alabama: For protecting the site at Sand Island Light Station, Alabama, fifteen thousand dollars.

Detroit River Lights, Michigan: For establishing aids to navigation along the Livingstone Channel, Detroit River, Michigan, including authority to locate and construct lights and to place buoys necessary to properly mark this channel, two hundred and ten thousand dollars.

Staten Island Lighthouse Depot, New York: For repairs and extension of wharves at the general lighthouse depot, Staten Island, New York, forty thousand dollars.

Hunts Point Light Station, New York: For the establishment of a light and fog signal to properly mark Hunts Point between Hell Gate and Whitestone Point, East River, New York, five thousand dollars.

Battery Point Light Station, Washington: For completing the establishment of the light and fog signal station at Battery Point, Washington, thirty-three thousand dollars.

Aids to navigation, Alaska: For establishing additional aids to navigation in Alaskan waters, sixty thousand dollars.

LIGHTHOUSE SERVICE: General expenses, Lighthouse Service: For supplies, repairs, maintenance, and incidental expenses of lighthouses and other lights, beacons, buoyage, fog signals, lighting of rivers heretofore authorized to be lighted, light vessels, other aids to navigation, and lighthouse tenders, including the establishment, repair, and improvement of beacons and day marks and purchase of land for same, the establishment of post lights, buoys, submarine signals, and fog signals, the establishment of oil or carbide houses, not to exceed ten thousand dollars: *Provided*, That no oil house erected hereunder shall exceed five hundred and fifty dollars in cost; the construction of necessary outbuildings at a cost not exceeding two hundred dollars at any one light station in any fiscal year, the improvements of grounds and buildings connected with light stations and depots, wages of laborers attending post lights, pay of temporary

employees while engaged on works of general repair and maintenance, rations and provisions for keepers of lighthouses, officers and crews of light vessels and tenders, and officials of the Lighthouse Service on duty on board of such tenders or vessels, reimbursement under rules prescribed by the Secretary of Commerce and Labor, of keepers of light stations and masters of light vessels and of lighthouse tenders for rations and provisions and clothing furnished shipwrecked persons who may be temporarily provided for by them, not exceeding in all five thousand dollars in any fiscal year, fuel and rent of quarters where necessary for keepers of lighthouses, the purchase of land sites for fog signals, the rent of necessary ground for all such lights and beacons as are for temporary use or to mark changeable channels and which in consequence can not be made permanent, the rent of offices, depots, and wharves, traveling expenses and mileage, library books for light stations and vessels, and technical books and periodicals not exceeding one thousand dollars, and for all other contingent expenses of district offices and depots, and for contingent expenses of the office of the Bureau of Lighthouses in Washington, two million five hundred and sixty-nine thousand four hundred dollars.

Salaries of keepers of lighthouses: For salaries of not exceeding one thousand seven hundred and fifty lighthouse and fog-signal keepers and laborers attending other lights exclusive of post lights, nine hundred and thirty thousand dollars.

Salaries, lighthouse vessels: For salaries and wages of officers and crews of light vessels and lighthouse tenders, including temporary employment when necessary, one million seven thousand four hundred and twenty dollars.

Salaries, Lighthouse Service: For salaries of seventeen lighthouse inspectors and of clerks and other authorized permanent employees in the district offices and depots of the Lighthouse Service, exclusive of those regularly employed in the office of the Bureau of Lighthouses, Washington, District of Columbia, four hundred and sixty-five thousand nine hundred and sixty dollars.

Recapitulation.

Salaries of office force	$64, 630. 00
General expenses, including supplies, repairs, etc., and contingent expenses	2, 579, 400. 00
Salaries of keepers, light vessels, inspectors, etc	2, 403, 380. 00
New stations, beacons, etc	887, 950. 00
Total	5, 935, 360. 00

BIBLIOGRAPHY OF THE SERVICE.

1. Report of the Lighthouse Board for 1909. Department of Commerce and Labor. Washington. 1910. (A statement of work done, appropriations, expenditures, and estimates, and an appendix containing a discussion of "Lighthouse establishments in Europe." The annual reports prior to this date were in more or less stereotyped form and give little insight into the organization, cost, or methods of business of the service.)
2. Report of the Operations of the Lighthouse Board for 1910. Department of Commerce and Labor. Washington. 1910. (This report outlines the change made by the act of June 17, 1910, in the organization of the service, quotes the act, and describes the method and work of the board according to its divisions.)
3. The Organization and Duties of Lighthouse Board. 81 pp. G. P. O. Washington. 1864. (Deals with organization, officers, rules of procedure, duties, methods of districting, and responsibility. Also there are listed all laws passed on the subject of lighthouses.)

4. Laws of the States ceding Jurisdiction Over and Relinquishing Title to Lighthouse Sites. 52 pp. G. P. O. Washington. 1871.
5. A Compilation of Public Documents and Extracts. 1,060 pp. Index. G. P. O. Washington. 1871. (History of establishment and its failings; the organization, laws, and costs of the board and recommendations for improvement.)
6. The Organization and Law of the Department of Commerce and Labor. Washington. 1904. (Gives a short historical sketch of the service and its organization.)
7. Letter from Secretary of the Treasury transmitting a statement of disbursements made since 1789 for lighthouses. 21st Cong. 2d sess. House Doc. 11. Washington. 1830. 32 pp.
8. Lighthouse Establishment. 24th Cong. 1st Sess. House Doc. 66. 30 pp. Washington. 1836. (Report by fifth auditor on a plan of management for the Lighthouse Establishment. Gives cost of maintenance from 1791 to 1834, names and salaries of the employees, and location of station.)
9. A report on plan for reorganizing and improving Lighthouse Establishment. 25th Cong. 2d sess. Senate Doc. 428. 21 pp. Washington.
10. Lighthouse Establishment. 27th Cong. 3d sess. House Doc. 183. Washington. 1843. (A report on conditions of lighthouses with recommendations as to appropriations and expenditures.)
11. Report of the Secretary of the Navy. 47th Cong. 2d sess. House Ex. Doc. 1, Part 3. 684 pp. (p. 27). G. P. O. Washington. 1882. (Brief description of organization of the establishment, past changes therein, and reasons.)
12. The Modern Lighthouse Service. A. B. Johnson. 51st Cong. 1st sess. Senate Ex. Doc. 56. 137 pp. Index. G. P. O. Washington. 1890. (Describes rise, growth, need, cost, construction, management, personnel of establishment, and general administration.)
13. Report of Joint Commission to Inquire into the Status of the Law Organizing the Executive Departments. Cockrell Commission. 53d Cong. 1st sess. House Report 49, etc. Washington. 1893. (Contains laws creating and appropriating for the board; data in re employees; method of accounting; and condition of business.)
14. Hamilton's Works. 7 vols. Vol. IV. New York. 1851. (In Volume IV are contained reports by the Secretary of the Treasury on number and location of lighthouses; proposals for regulation of pilots and general superintendence.)
15. The Executive Departments. W. Elmes. 557 pp. Index. Washington. 1879. (Contains law, duties, supervision, and administrative methods of the bureau.)
16. The Lighthouse Service of the United States. G. H. Claudy. World To-day; January to June, 1907. Vol. 12, pp. 536–546. New York. 1906. (Describes the history, growth, organization, and importance of the service.)
17. United States Public Documents. Elfrida Everhart. 320 pp. Minneapolis. 1910. (Brief history of the board and descriptive list of its publications.)

DEPARTMENT OF COMMERCE AND LABOR,
OFFICE OF THE SECRETARY,
Washington, January 9, 1912.

SIR: I have the honor to return herewith the report of the Commission on Economy and Efficiency relating to the consolidation of the Life-Saving Service of the Treasury Department with the Bureau of Lighthouses of this department, transmitted with your letter of the 27th ultimo.

After consideration of a report which I have received from the Commissioner of Lighthouses in this matter I beg to state that I concur in the conclusion that the consolidation of the Life-Saving Service with the Lighthouse Service would be in the interests of economy.

In this connection I inclose herewith a copy of a memorandum from the Commissioner of Lighthouses, setting forth reasons why in the opinion of that officer the consolidation could be made with advantage to the service as a whole.

Respectfully,
CHARLES NAGEL, *Secretary.*

The PRESIDENT.

JANUARY 5, 1912.

The SECRETARY OF COMMERCE AND LABOR.

SIR: I have the honor to return the report to the President on the consolidation of the Bureau of Lighthouses, Department of Commerce and Labor, and the Life-Saving Service, Department of the Treasury, submitted by the President's Commission on Economy and Efficiency, December, 1911, which, on January 3, was sent to me for an expression of opinion.

I have read with care this report and the conclusions reached by the President's commission, and beg to state that I concur in these conclusions and believe that they are well founded. My reasons for believing in the wisdom of the policy which is recommended were given in detail in the memorandum which I submitted for your information, dated November 11, 1911, particularly in the last four paragraphs of that statement.

It is difficult to estimate with precision the economies that might be effected by action such as that which is proposed, but I believe the statement that there would be an annual saving of from $100,000 to $150,000 is conservative.

I see no reason why the work of the Life-Saving Service can not be administered with at least as great efficiency as at present through the general organization now existing in the Lighthouse Service, with reasonable additions to the personnel and equipment.

Very respectfully,

G. R. PUTNAM, *Commissioner.*

APPENDIX No. 3

REVENUE-CUTTER SERVICE OF THE DEPARTMENT OF THE TREASURY

TABLE OF CONTENTS.

REVENUE-CUTTER SERVICE OF THE DEPARTMENT OF THE TREASURY.

NOVEMBER 17, 1911.

The PRESIDENT:

The Commission on Economy and Efficiency has the honor to submit the following report in reference to the Revenue-Cutter Service of the Department of the Treasury. Its recommendation in respect to this service is that it be abolished and that the duties now being performed by it be distributed among other existing organizations of the Government.

INTRODUCTION.

In the consideration which the commission has given to the organization and activities of the services of the Government having to do with maritime affairs special attention has been given to the Revenue-Cutter Service. After a careful study of the work now being performed by this service the commission is convinced that the service has not a single duty or function that can not be performed by some other existing service, and be performed by the latter at much smaller expense on its part. The commission therefore recommends that the Revenue-Cutter Service as a separate branch of the Government be abolished, and that the duties now being performed and the equipment used by it so far as this may be necessary be distributed among other branches of the Government.[1]

The maintenance of this service at the present time involves an expenditure of approximately two and a half million dollars annually. The commission believes that its abolition as a separately organized branch will result in a direct saving of a large part of this sum; and that, after the work of distributing the duties now being performed by the service among other branches of the Government service is definitely accomplished, the net saving to the Government will be at least $1,000,000 annually. This economy, it believes, will be effected not at the expense of efficiency, but that, on the contrary, all the duties now being performed by the service will be equally, if not more efficiently, discharged by other services.

The importance of the issue makes it desirable that a full statement of the facts regarding this service be set forth, with the considerations that led the commission to reach its conclusion on the subject. The effort has been made therefore to compile, and to

[1] This recommendation is made at this time for the purpose of laying this important matter before the President at the earliest possible date. The commission believes that before any definite decision is reached the Department of the Treasury, the Department of the Navy, and the Department of Commerce and Labor—the three departments whose interests are most affected by the recommendation—should be furnished with copies of this report, in order that their comments on the facts stated and the conclusions reached may be secured. It is possible that such comments may result in a modification of the recommendation here made. In a way, therefore, the present report must be considered as raising an important issue in definite form and as the statement of the views of the commission as the result of its independent inquiry.

present in exhibits to this report, the detailed data regarding the history, organization, and activities, and legal powers and duties of the service, and to reproduce in full all official documents which throw light upon the questions to be considered. Care has been taken to include a full statement of the efforts that were put forth for nearly a century looking to the transfer of the Revenue-Cutter Service from the Treasury Department to the Navy Department. Although these efforts were directed to the accomplishment of a purpose differing materially from the present recommendations of the commission, many of the arguments advanced in favor of and against such transfer have a direct bearing upon the issue now raised.

The commission appreciates that, had it been possible for it to do the work, an intensive investigation of the manner in which the service at the present time conducts its affairs would have been of value in itself, and also would have thrown additional light on the subject of the general status or necessity for the existence of the service. It must be borne in mind, however, that the question raised by the commission's recommendation is not whether the Revenue-Cutter Service is or is not being efficiently operated. It is assumed that it is. The question is a much larger one, namely, whether such a service should be maintained at all as a separately organized branch of the Government. It is believed that the material here assembled furnishes sufficient data for an intelligent consideration of this question.

GENERAL DESCRIPTION OF THE SERVICE.—ITS ORGANIZATION AND DUTIES.

The exhibits to this report give an account, in detail, of the history, organization, and activities of the Revenue-Cutter Service, and it is necessary, therefore, to state here only a few facts of general importance.

Creation of the Service.

The establishment of a Revenue-Cutter Service was urged by Alexander Hamilton, the first Secretary of the Treasury, in a report to the House of Representatives, dated April 22, 1790. This recommendation was acted upon by Congress and the service was definitely created by act of August 4, 1790.

Although Mr. Hamilton had recommended that the officers of the service "be commissioned officers of the Navy," it was provided in the act of August 4, 1790, that they should "be deemed officers of the customs." Since its creation the service has been under the Department of the Treasury.

Duties of the Service.

Established as a coast patrol to prevent smuggling and assist in the enforcement of the customs laws, the service has had duties successively added until at the present time the duties relate to almost all marine matters over which the Government exercises jurisdiction. The following is an enumeration of the duties as stated in the Official Regulations and in reports made by the service to the commission:

1. Protection of the customs revenue.
2. Cooperation with the Navy.

3. Enforcement of laws pertaining to the quarantine.
4. Suppression of the slave trade.
5. Enforcement of the neutrality laws.
6. Protection of merchant vessels from piratical attacks and suppression of piracy.
7. Protection of the timber reserves of the United States against depredations.
8. Assistance of vessels in distress.
9. Prevention of the violation of the immigration laws as provided in section 2163, Revised Statutes.
10. Protection of seal fisheries and sea-otter hunting grounds in Alaska.
11. Suppression of illegal traffic in firearms, ammunition, and spirits in Alaska.
12. Cooperation with the Life-Saving Service.
    (a) Superintendence of the construction of life-saving stations.
    (b) Inspection, instruction, and drilling of crews of life-saving stations.
13. Enforcement of certain laws relating to fisheries.
14. Enforcement of certain laws relating to the anchorage of vessels.
15. Regulation and policing regattas and marine parades.
16. Protection of game in Alaska.
17. Destruction of derelicts at sea.
18. Enforcement of laws regarding motor boats.
19. Enforcement of the navigation and other laws governing merchant vessels.
20. Suppression of mutinies on board merchant vessels.
21. Protection of wrecked property.
22. Establishment and maintenance of a refuge station at or near Point Barrow, Alaska.

ORGANIZATION OF THE SERVICE.

For the performance of these duties the service now has—

1. An administrative office at Washington.
2. Four supervision districts with headquarters at (1) New York, (2) New Orleans, (3) San Francisco, and (4) Port Townsend.
3. A department of construction and repairs at Baltimore, Md.
4. A depot at Arundel Cove, Md.
5. A general store at San Francisco, Cal.
6. Twenty-six cruising cutters.
7. Sixteen harbor cutters, consisting of nine tugs and seven launches.
8. A school of instruction at New London, Conn., to which is attached the practice cutter *Itasca*.

APPROPRIATION FOR THE SERVICE.

The appropriations for the support of the service for the fiscal year 1911 amounted to $2,463,000.

CRITICAL CONSIDERATION OF THE SERVICE AND ITS ACTIVITIES.

In subsequent pages there will be found a critical consideration of each duty of the service with a view of determining its character and to make clear that it can be effectively performed by other services at less cost than is entailed in its performance by the Revenue-Cutter Service. Two general features of the service, the existence of which vitally affects the whole problem, should receive consideration at this point. They are—

1. The special character of the service as one assisting other services to discharge their functions instead of having a special field of activities of its own; and
2. The organization and conduct of the service on a strictly military basis.

SPECIAL CHARACTER OF THE SERVICE.

No one can study the operations of this service without being impressed by the fact that it has no distinct field of activities of its own, but its duties consist almost exclusively in assisting other

branches of the Government to perform their work. This was not a fact when the service was first created. On the termination of the War of the Revolution, when the country returned to a peace basis, the Continental Navy was disbanded. No new navy was created to take the place of the Continental Navy, and the country was without a marine force for the performance of military duties. The prevention of smuggling in cargo then constituted the most important feature of the rigid enforcement of the customs system. At the time of the creation of the service there was a real necessity, therefore, for one that would perform the distinct function of a coast patrol.

With the development of a strong navy, and the practical cessation of smuggling in cargo, this primary function of the service has constantly dwindled in relative importance until it constitutes but a small part of the total activities of the service. On the other hand, the activities of the Government in relation to maritime affairs have constantly increased, and special services, such as the Bureau of Navigation, Steamboat-Inspection Service, Bureau of Lighthouses, the Life-Saving Service, etc., have been established for their performance. In connection with many of these services the Revenue-Cutter Service has undertaken to perform certain duties or to render certain assistance, so that now 20 or more heads are required in order to enumerate the different classes of duties assigned to or performed by it.

It is this characteristic of the Revenue-Cutter Service that makes the problem of its organization, activities, and status a special one. The problem presented is whether these varied duties, now being discharged by it for the benefit of other services, can not be performed more efficiently by those other services themselves.

In considering this problem, due regard should be given to the fact that only in part does the existence of this service relieve the other services which are added from themselves taking action along the same lines that are followed in the work done for them by the Revenue-Cutter Service. Thus, for example, notwithstanding the fact that the Revenue-Cutter Service in performing one of its duties makes use of its cutters for boarding vessels in order to enforce the navigation laws, provision is also made by law for the maintenance and operation of other vessels by the Secretary of Commerce and Labor for this purpose. Following is the section of the legislative, executive, and judicial appropriation act for 1912 regarding this subject:

> Enforcement of navigation laws: To enable the Secretary of Commerce and Labor to provide and operate such motor boats and employ thereon such persons as may be necessary for the enforcement, under his direction by customs officers, of the laws relating to the navigation and inspection of vessels, boarding of vessels, and counting of passengers on excursion boats, fifteen thousand dollars.

The result of thus making use of two or more services for the performance of the same function, is failure to locate definitely responsibility, increased complexities in administering affairs, overlapping, duplication, and other evils which are usually present when two services work in the same field.

The fact that most of the services aided by the Revenue-Cutter Service are compelled to maintain an administrative machinery for doing much of the same class of work now performed for them by the Revenue-Cutter Service, shows conclusively that the abolition of the Revenue-Cutter Service will not require the creation of new services to

take its place. An examination of that part of the present report which deals with the specific duties of the service, will show that all of them can be taken over by other services as a part of their normal or natural duties, and that little or no change and no corresponding enlargement of their organizations will be required.

Military Character of the Service.

The second characteristic feature of this service that differentiates it from all other civil establishments is that it is organized throughout on a purely military basis. This means that its cruising cutters are built, armed, and manned for military operations; the officers of the service have military rank and enjoy all the special privileges and perquisites of military and naval officers; the time of personnel, both officers and enlisted men, is given up to a considerable extent to perfecting themselves in military duties; and that military methods are followed in performing the duties of the service. Throughout the history of the service, extending over a period of more than a hundred years, it has persistently claimed recognition of the military character of the service and has sought for its officers all the emoluments and advantages enjoined by officers of the Navy. Finally these claims were fully recognized. This military character is very clearly stated in a report made by the Committee on Commerce of the Senate in 1902 on a bill to promote the efficiency of the service.[1]

While the Cutter Service is, under existing law, a part of the civil establishment, it is and always has been, since the foundation of the Government, constantly regarded and treated as a part of the military forces of the country. Its vessels are armed cruisers, officered by men bearing the commissions (under military titles, captains, lieutenants, etc.) of the President, by and with the advice and consent of the Senate, and manned by duly enlisted men; its officers and men are uniformed in accordance with regulations prescribed by the department; naval discipline and routine prevail on board of all its ships; the officers and crews are required to be proficient in naval drills and to possess a practical knowledge of the use of arms. All these things are military. * * *

Under section 1492, Revised Statutes, officers of the Cutter Service are invested with naval rank, and under the provisions of section 2757, Revised Statutes, the President may, by a simple order, require the service, or any part of it, to cooperate with the Navy, when it at once becomes part and parcel of the naval force of the country and passes from the jurisdiction of the Treasury Department to the control of the Navy Department. The service is, therefore, a part of the armed force of the country, identical in character with the naval service, because both are nautical and both are military, and may at any time, in peace or in war, be made one by executive order. It is nothing if not nautical, as its achievements upon the high seas, as well as upon the coast, for more than 100 years abundantly attest. That it is a military service is conclusively shown by its organization, the training and education of its officers, naval discipline, routine, and the work it is constantly called upon to perform.

The result of this condition of affairs is that, on the one hand, the country is now maintaining two distinct naval establishments, the functions of which as regards military duties are similar, with all the duplication of plant, equipment, and machinery of administration that is thereby entailed; and, on the other hand, is making use of a purely military establishment for the performance of purely civil functions.

Apart from all other technical considerations that will be set forth hereafter, there are consequently here presented two important questions: (1) Whether it is not manifestly uneconomical in the extreme to maintain two separate and independent naval establish-

[1] S. Rept. No. 172, 57th Cong., 1st sess.

ments for the performance of similar functions; and (2) whether it is not also uneconomical as well as inefficient to have organized upon a military basis a service whose current duties pertain strictly to civil affairs.

The mere statement of these two questions goes far toward supporting the contention of the commission that there is no justification for the continued maintenance of two such services, or of maintaining a military service for the purpose of performing civil duties.

From the military standpoint, certainly nothing can be alleged in favor of the existing practice and against the recommendation of the commission. Secretaries of the Navy have repeatedly placed themselves on record, in their annual reports and in communications to Congress, to the effect that not only can the Navy perform all the military duties of the Revenue-Cutter Service, but that in doing so the officers of the Navy would obtain exactly that training and experience it is desirable they should obtain during times of peace. Thus, the Secretary of the Navy, Hon. Benjamin F. Tracy, in his annual report for 1882, said:

The Revenue-Cutter Service affords a proper field for the employment of naval officers The duty is directly in the line of their profession. They are fitted for it both by training and experience; and if they could be so employed, without detriment to the interests of the existing corps of officers, a great and permanent benefit to the Government and to the Navy would result.

The service of the cruising cutters is strictly naval. The duties of the officers are not distinguishable in kind from those of naval officers. The discipline is naval, as far as naval discipline can be carried on outside of the Navy Department.

The cruising cutters carry an armament of from one to four guns. The crew are armed with small arms. The broadside guns are furnished by the Navy Department. In time of war these vessels have always been pressed into the naval service. * * *

The experience acquired by junior naval officers, if employed in the Cutter Service, in cruising on our coasts, and in assisting vessels in distress, would be of direct benefit in their profession and to the country in case of war. They would acquire a familiarity with the coast and a knowledge of local pilotage that could not otherwise be obtained. They would have practice in the handling of small vessels under difficult circumstances. Employed at first in the lowest rank, they would readily acquire whatever might be new or peculiar in this branch of the service.

In the interests of economy the change suggested is desirable. * * * Two training schools are maintained to do the work of one. The Naval Academy at Annapolis is supplied with a full corps of instructors and every appliance for the training at all times of 335 naval cadets. At the same time another school is maintained at New Bedford for the training of revenue marine cadets, covering the same ground, only in a limited degree, and with imperfect appliances. * * *

In order to harmonize all the interests involved in connecting naval officers with the Revenue-Cutter Service, the administration of the two services should be combined under the Navy Department. The small vessels employed on harbor duty, which are only used to carry inspectors of customs and as a sort of harbor police, should remain solely attached to the Treasury, as at present. The duty is not such as to require a special corps of officers. The cruising cutters should be transferred to the Navy Department; but they should be assigned to duty in the various districts, as at present, upon the requisition of the Secretary of the Treasury, and their movements may be directed for the time being by the collectors of customs.

From the civil standpoint not only is there a fundamental objection, as a matter of principle, to giving to civil branches of the Government a military character, but the doing so causes a great increase in the cost of maintaining and operating such service. The salaries of military officers are higher than the salaries which prevail generally in civil services, and the remuneration so paid is, moreover, increased by the allowance. In addition to the entire cost thus entailed there is also a constant loss to the Government due to the time devoted by officers and men to acquiring and practicing their military duties.

Finally, the whole method of administration that prevails in and characterizes a military administration is inevitably and necessarily more cumbersome and expensive than the method followed by a civil department efficiently organized and managed. It is unnecessary, however, to dilate on this point. The fact that a service organized and run along military lines is a more expensive piece of administrative machinery than one organized and run along civil lines is generally recognized.

In considering this feature of the service, special note should be taken of the distinction that is made the basis of much of the discussion herein of the work performed by the service; namely, between (1) the deep-sea work which is done by cruising cutters, and (2) the harbor work done by harbor cutters and the work on land by officers on special detail. Originally, as hereinbefore stated, the work of the service belonged exclusively to the first class. Now a very important part of its work falls in the second class.

The importance of this distinction, from the standpoint of the present discussion, lies in the fact that whatever the force of the argument may be in favor of the cruising-cutter service having a military organization, there is absolutely no sound argument in favor of that part of the service discharging duties in the harbors and on shore having a military status. The steady increase in the relative importance of this latter branch of the work is reason enough for opening up the whole question of the advisability of the service resting upon a military basis.

CONSIDERATION OF THE DUTIES OF THE SERVICE IN DETAIL.

The enumeration of the duties of the Revenue-Cutter Service, as given in the first part of this report, was taken from the Official Manual of Regulations for the Service and other data furnished by the service. The list of duties would seem to indicate at first sight that the service had a large number of very important duties to perform. The full significance of this list, however, can be seen only when the duties enumerated are subjected to careful analysis. In making such analysis, the most important distinction to be made is that between (1) those duties of the service pertaining primarily to operations on the high seas, or at points remote from the mainland of the United States proper, and (2) those duties pertaining to operations in harbors or on the land. This is done in the following reenumeration of duties:

I. Duties on the high seas:
1. Cooperation with the Navy.
2. Enforcement of the neutrality laws.
3. Suppression of the slave trade.
4. Protection of merchant vessels from piratical attack and suppression of piracy.
5. Suppression of munities on board merchant vessels.
6. Assistance of vessels in distress.
7. Protection of wrecked property.
8. Destruction of derelicts at sea.
9. Establishment and maintenance of a refuge station at or near Point Barrow, Alaska.
10. Protection of the seal fisheries and the sea-otter hunting grounds in Alaska.
11. Suppression of illegal traffic in firearms, ammunition, and spirits in Alaska.
12. Enforcement of certain laws relating to fisheries.
13. Protection of the timber reserves of the United States against depredation.
14. Protection of game in Alaska.
15. Protection of the customs revenue.

II. Duties in harbors and on land:
1. Enforcement of the navigation and other laws governing merchant vessels
2. Regulation and policing of regattas and marine parades.
3. Enforcement of certain laws relating to the anchorage of vessels.
4. Enforcement of laws pertaning to quarantine.
5. The prevention of the violation of the immigration laws as provided in section 2163, Revised Statutes.
6. Cooperation with the Life-Saving Service.
   (a) The superintendence of the construction of life-saving stations.
   (b) The inspection, instruction, and drilling of crews of life-saving stations.
7. Enforcement of laws regarding motor boats.

This distinction between the duties of the service which are primarily performed on the high seas or at remote points and those which are primarily performed in harbors and on land is fundamental. It is only by making this distinction that one can consider intelligently the organization and work of the service.

That the distinction is one of practical importance is apparent when the fact is stated that the service maintains two distinct classes of vessels for the performance of the two classes of work. For one class it has what are known as cruising cutters; for the other class it has what are known as harbor cutters, though the latter may be aided by the cruising cutters while the latter are lying in a harbor. The importance of this distinction, in its bearing upon the question of the advisability of the service having a military character and organization, has already been pointed out.

Coming now to a detailed consideration of these duties, the first fact to stand out clearly in respect to the first class—the duties performed on the high seas—is that a number of these duties, though enumerated in the Manual of Regulations of the service, are in point of fact practically nonexistent in so far as they may impose any real work upon the service. Such, for example, are the duties of suppressing the slave trade, the protection of merchant vessels from piratical attacks, the enforcement of the neutrality laws, etc. It is also doubtful whether the service performs any work of importance at the present time in respect to the suppression of the illegal traffic in firearms, ammunition, and liquor with natives of Alaska, or in respect to the protection of timber reserves from depredation.

However, this is a matter of relatively little importance except as it makes clearer that the normal duties of the service in times of peace are not as important as would appear from a first reading of the list of duties enumerated. The important point is that there are few of the legal duties above listed which can not be performed by the Navy. There can be no question that this is true in regard to the first four duties above enumerated—(1) cooperation with the Navy, (2) enforcement of the neutrality laws, (3) suppression of the slave trade, and (4) protection of merchant vessels from piratical attacks and suppression of piracy—as all of these duties are strictly military in character.

The next four duties, (1) suppression of mutinies on board merchant vessels; (2) assistance of vessels in distress; (3) protection of wrecked property; and (4) destruction of derelicts, may be classed as duties of a marine-police character rather than strictly military. It is difficult to see why the Navy, with its large fleet of vessels, can not do much of this if commanders of vessels are commissioned to give attention to these matters in the regular performance of their military

duties. In point of fact these duties are now being performed by the Naval Establishment to a very considerable extent; and Secretaries of the Navy have repeatedly stated that this work should properly constitute a part of the activities of the Navy. The only subject which seems open to question is what additional personnel and equipment would be needed by the Navy in case these functions were entirely transferred to it.

The next four duties relate to the administration of certain affairs in Alaska, and to the enforcement of certain laws relative to fisheries. It is possible that the detail of one or more vessels may be necessary in order that these duties may be properly discharged. There is no reason, however, why the Navy Department can not detail boats for this service as well as the Revenue-Cutter Service, in case the latter service were abolished and such vessels and equipment as might be needed were transferred. If necessary, while acting as such detail, these boats might be placed under the general direction of the Secretary of Commerce and Labor, or other officers having charge of the matter to which the duties relate.

The twelfth duty enumerated is that of the protection of the timber reserves of the country from depredation. As has been stated, it is doubtful if the Revenue-Cutter Service actually performs any work of importance under this head. The duty was imposed upon the service before a special organization was created to have charge of the forest interests of the country. It may be assumed without discussion that the Forest Service or some other service of the Government can do all work of this kind done by the Revenue-Cutter Service as well as or better than it is now being done by the latter service.

This leaves for consideration only the duty of protecting the customs revenue. In respect to this duty two questions are presented: First, the extent to which a real necessity exists for a patrol of the high seas by armed vessels in order to protect customs revenues; and, second, whether this patrol, in so far as it may be necessary, can not be maintained by vessels of the Navy specially detailed for the purpose.

As has been stated, there can be no doubt that at the time of the creation of the Revenue-Cutter Service, and during its early history, there was a real need for a coast patrol of armed vessels. When this service was established the country had no Navy and the creation of an armed service was therefore unavoidable. It is of interest to note, however, that it was the recommendation of Alexander Hamilton, at whose instance the service was established, that the officers of the service be naval officers, and, furthermore, that immediately upon the organization of a naval department and provision being made for a Navy, the transfer of the service to the Navy was strongly urged.

Not only was there at the time of the creation of this service no Navy that could do the work to be done, but conditions were such as to make the necessity for an armed patrol of the coast very great. The country was sparsely settled. There were long stretches of coast without settlements of importance. Only here and there were there Federal officers who could look after the enforcement of laws. Means of communication by land were primitive. Under such conditions the greatest problem to be met in enforcing the customs laws was that of preventing smuggling in cargo; that is, by vessels that are engaged

in illegal work of this character and discharge their contraband cargoes at points remote from authorized ports of entry or the headquarters of any Federal official in a position to exercise any check upon their operations.

It is hardly necessary to point out how radically different conditions are at the present time. The country has a large and constantly growing Navy. There has been developed a very complete system for the registry and enrollment of all vessels engaged in marine transportation; for keeping track of their movements, through requirements regarding the entrance and clearance from ports; for reporting vessels sighted; and, generally, for keeping fully and currently informed regarding the existence and movements of sea-going vessels. The country and coast are now studded with settlements. Means of communication have been developed, and the methods of dispatching information through the telegraph, telephone, wireless, and other systems have reached a high state of development. And, finally, the increase in the activities of the Government has necessitated the establishment of Federal offices or stations along the coast at practically every point where goods by cargo may be landed, and the officers in charge can give information promptly regarding illegal work carried on in their localities.

As a result of these changed conditions, the same need for a coast patrol of a military character and for efforts looking to the prevention of smuggling by cargo no longer exists. The commission understands that this is practically admitted by the Treasury Department, but that the department is still of the opinion that there is need for a patrol of the coast by armed vessels on account of the deterrent effect produced, if for no other reason. The commission is willing, for the purposes of the present report, to admit that the Treasury Department is correct in its contention and that some need for a coast patrol in the interests of the customs service still exists. Especially may this be the case in respect to the coast of Florida and adjacent States where there may be some danger of smuggling by cargo from the West Indies. The commission does, however, hold that the need for a service of this character is slight in comparison with that which existed in times gone by, and, in so far as it does exist, can be met by the Navy Department, and if need be, one or more craft may be detailed whenever occasion may require.

In opposition, the point may be urged that the Naval Establishment should not be intrusted with the duty of enforcing laws regarding civil affairs. Objection on this ground, however, can be overcome by devising some system of cooperation which would be satisfactory to both departments.

If further evidence is required that the work of the cruising cutters is peculiarly of a character to be effectively performed by naval vessels, that evidence can be found in the fact that the Revenue-Cutter Service itself is organized upon a purely military or naval basis. The service has been in fact most insistent throughout its history that its work was of such a character that it should be given the status and character of a naval establishment; that its officers should have military rank and enjoy all of the special privileges, perquisites, etc., of the naval service. In this contention the service has achieved such success that it is now organized and conducted wholly on a military or naval basis. In view of this it is difficult to see how the position

can be successfully maintained that the work being done is not such as can be done by vessels of the Naval Establishment proper.

Coming now to duties that are performed in harbors and on land, the problem has to do with a very distinct class of duties, and with essentially different questions of organization and administration. It will be seen, by reference to the enumeration of duties under this head, that use is made of the personnel and the harbor cutters as agents to assist in the enforcement of the navigation, quarantine, and immigration laws; to perform certain special duties in relation to the anchorage of vessels at four specially designated ports; and to assist in the administration of the affairs of the Life-Saving Service.

The first significant fact to stand out prominently in relation to these duties is that, whatever may be the argument in favor of having the service that mans and operates cruising cutters organized and run on a military system, no valid argument can be brought forward in favor of giving a military character to the service performing these harbor and land duties. To do so makes for poor economy and bad administration, and requires the employment of an expensive type of organization and administration.

Apart from this consideration the commission believes that the duties of the class now under consideration, not only logically should be performed by the services to be benefited thereby, but can be performed by the latter services more economically and efficiently than under the present arrangement.

For example, what can be more illogical, more inefficient, or worse practice than the present arrangement according to which an important part of the actual work of administering the affairs of one service—the Life-Saving Service—is performed by officers of another independent service—the Revenue-Cutter Service?

Here is presented the case of one captain and nine other officers of the Revenue-Cutter Service filling the position of inspector and assistant inspectors of life-saving stations—two captains filling the position of superintendents of construction and repair of life-saving stations, and one captain filling the position of superintendent of construction of lifeboats and apparatus. These men are all selected, trained, and educated for service of a military character as officers of the Revenue-Cutter Service. They receive the higher pay of military officers and the additional emoluments in the way of travel, quarters, and other allowances, and their salaries are paid from appropriations for the Revenue-Cutter Service.

This practice is indefensible and constitutes a serious defect in the present organization of the service. There is no objection to the practice of having officials of one service detailed for the performance of special work in another service, when such work is of a temporary character. The permanent detail in this manner of officers from one service to another, however, can not be defended. It results in divided responsibility, conflict of authority and jurisdiction, confusion of accounts, with the result of not showing all the expense to the Government in operating the Life-Saving Service, and other administrative difficulties.

A special objection to this practice is the certainty that numerous changes will take place in respect to the persons performing the work by detail. It is not likely that persons belonging to one service will be permanently detailed to other services. If such a detail

represents work of an advantageous and congenial character, there will be a feeling in the service that all of the officers eligible for the detail should be given equal opportunities. If the work is uncongenial the feeling will be equally strong that it would be unfair to keep the same persons permanently on such detail. Apart from the constant shifting of personnel that is thus likely to result, there is the further disadvantage that the persons detailed have been selected and trained for the performance of other work and their interest is likely to lie in such other work. The service to which the detail is made can not select men with a sole view to their qualifications for the work to be performed, or to retain permanently those who prove themselves especially competent in respect to the duties to be performed.

In the present case there is no technical reason why the Life-Saving Service should not be conducted wholly by its own officials. The only explanation of the fact that it is not so conducted lies in the circumstances under which the service came into existence. Its organization was brought about by the active interest of the head of the Revenue-Cutter Service in life-saving work. It was natural that in the absence of a perfected organization the law should at the outset authorize the utilization of the personnel of an existing service. This was accomplished through the enactment of the provisions of the act of March 3, 1873, now constituting 424 of Revised Statutes, which provided: "That all life-saving stations hereafter created shall be erected under the supervision of two captains of the Revenue (Marine) Service to be designated by the Secretary of the Treasury and to be under his direction," and the further enactment of section 8 of the act of June 18, 1878, providing:

> That the Secretary of the Treasury may detail such officer or officers of the Revenue Marine Service as may be necessary as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent.

Now that the Life-Saving Service is firmly established, there is no justification for its affairs being administered by officers of another service. The condition is not that of officers of one service rendering assistance to another, but of actually administering its affairs.

From the standpoint of the Revenue-Cutter Service, one or the other of two things takes place—either the service is deprived of the services of officers of whom it has need for its own work, or it is permanently provided with a larger force of officers than it needs.

From the standpoint of the Life-Saving Service, use is made of officers who receive a higher compensation in the way of salary and allowances than is received by other civil officials doing the same grade of work; who have subjected the Government to a considerable preliminary expense for their special education and training for other duties; who are constantly shifting, with the result that scarcely have they fully mastered the requirements of their posts than they are supplanted by others who may be wholly new to the work to be done; whose interest in the work is only temporary, their permanent interests being in the affairs of another service, and who, by filling these important positions, close the door to advancement on the part of the permanent personnel of the service, and thus affect injuriously the whole tone, or esprit de corps, of such service.

This statement of the evils of the existing system represents merely the unavoidable conclusions that must be reached by any

person making a critical study of the organization and methods of the two services.

The undesirability of present conditions is testified to in no uncertain terms by the head of the Life-Saving Service, who, in a communication to the Secretary of the Treasury, under date of March 25, 1911, says:

> Another important duty assigned to the Revenue Marine officers in the beginning was that of drilling the crews, who, although expert surfmen, were entirely unaccustomed to disciplinary government. The superintendents were also equally untrained in methodical means of handling organized bodies. The training which the Revenue Marine officers had received in their own corps was of very great use in this respect, although they themselves had to acquire from the life-saving crews a familiarity with the art of handling boats in the surf, an art which is not part of the profession of a sailor, whose business it is to conduct vessels from one port to another and to keep as far away from the dangers of the surf as practicable. They also had to learn the method of handling the wrecked ordnance, so unlike any then used on shipboard. Owing to the fact that now—as has been the case for nearly a quarter of a century—promotions to the positions of station keeper in the Life-Saving Service are made from the ranks of the surfmen, and those to the position of district superintendents from the keepers, by merit, these officers have become fully as competent to drill the crews as the Revenue Cutter officers, whom, as a matter of fact, upon their first assignment to this duty they have to instruct. So it will be seen that the service itself possesses among its keepers, and, it might be said, even among surfmen, an abundance of men who are entirely competent to discharge the inspection duties now performed by the assistant inspectors detailed from the Revenue-Cutter Service.

In respect to the other services assisted—the navigation, immigration, and quarantine services—the commission has already pointed out that on the one hand it is better that these services should directly perform the work to be done through their own agents and boats, and, on the other, that these services are, at the present time and to a considerable extent, maintaining and operating harbor craft for the performance of the same work done in part by the harbor cutters of the Revenue-Cutter Service, or in performing work so analogous in character that they could readily be employed for doing the work now being done by the boats of the latter service.

The recommendation of the commission is that, with the abolition of the Revenue-Cutter Service, the harbor cutters of the latter service be transferred to the services for whose benefit the boats are now being operated.

In this connection the commission believes that a detailed study could be made with advantage of the special problem of boat service in harbors for all the branches of the Government with a view of determining the extent to which more economical and efficient means might be provided for doing this work. In all of the less important ports, if the use of any boat at all is necessary, the best arrangement would seem to be that of furnishing the collector of the port with a boat, and providing that use should be made of it by other services as they have need for boarding vessels or moving about the harbor. In the more important ports it may well be the case that the work of certain of the services is of sufficient value and importance to make it a matter of economy and efficiency in administration that they should have their own boats. This is a problem, however, which it is not necessary to examine in detail at this time. The point here at issue is that there is no necessity for an independent service with the duty of rendering services of this character. If one service is to act for or furnish facilities for other services, more effective use can be made of some services, such, for example, as the customs service, the maintenance of which is obligatory.

DUTIES OF THE SERVICE AS SPECIFICALLY REQUIRED BY LAW.

Still another point bearing on this matter should receive consideration. In the history of the Revenue-Cutter Service contained in the appendix there is given not only an account of the development that has taken place in the scope of activities of the service, but also a reproduction of the provisions of law under which this enlargement of duties has taken place. A reading of these provisions brings out one point not yet mentioned that is of importance in connection with the recommendation of the commission that the duties now being performed by the Revenue-Cutter Service be hereafter discharged by other branches of the Government.

This point is that, as the law now stands, the Revenue-Cutter Service is not specifically required to perform more than a part of the duties that are enumerated by it as constituting its functions. In the majority of cases the laws bearing upon the duties enumerated simply require that use shall be made of the "vessels" of the United States, without enumerating those belonging to any particular service, or that some official, such as the President or the Secretary of the Treasury, shall cause to be done the act specified, without stating the agencies to be employed.

The failure specifically to impose these duties upon the Revenue-Cutter Service is evidently intentional on the part of Congress. It is clear, in reference to such duties as the suppression of the slave trade; the enforcement of the neutrality laws; the protection of merchant vessels from piratical attacks; the assistance of vessels in distress; the enforcement of certain immigration laws; the protection of seal fisheries and sea-otter hunting grounds in Alaska; the suppression of illegal traffic in firearms, ammunition, and spirits in Alaska; the protection of game in Alaska; and the protection of timber reserves of the United States against depredations—in respect to all of which no specific mention is made of the Revenue-Cutter Service—that Congress had in mind that these duties should be performed either primarily by vessels of the Navy, or by any vessels of the United States adapted to the work.

The foregoing is of significance, since without any change in the law it is now possible to have these duties performed by the naval establishment or other branches of the Government service. Furthermore, the enumeration of these duties as among those pertaining to the Revenue-Cutter Service, without recognition of the fact that their performance by it is not specifically required by law, would tend to magnify improperly the apparent necessity that exists for the continued existence of such service. Had Congress from time to time deliberately provided that the Revenue-Cutter Service was the branch of the Government which should discharge these duties, the historical argument in favor of the continued existence of the service would be much stronger than it is. If due consideration is given to the point previously dwelt upon (that many of the duties listed by the service as among the classes of work to be done by it are of nominal rather than actual importance), the position taken by the commission is, it is believed, strongly supported by the character of the legislation now existing regarding the service as well as by the facts regarding the work to be done.

CONCLUSION.

The commission has not thought it necessary to enter into a more elaborate argument in support of its recommendation, since many of the arguments have already been stated with great force by committees of Congress in reporting favorably upon bills looking to the transfer of the service to the Navy Department. Especially is this true of the report made in 1892—the last occasion when a serious effort was made to have this action taken. So clearly is the position of the commission stated that it is believed that the report should be read with care. It states:

The question whether the revenue marine is civil or military, or whether it is more civil than military, is to be found fully considered in the documents to which reference has been made. There can be little doubt that in form and substance all the ships, with their appurtenances and their officers and men, are military in all their substantial characteristics and that their duties are in the main as essentially military as those performed off and along our own ocean coasts by the vessels of the Navy. The 24 armed revenue cutters which cruise outside our harbors could, under the present modern methods of commerce, be entirely dispensed with without seriously affecting the collection of the revenues of the Government or materially impairing any functions necessary to the conduct of the legitimate business of the Treasury Department. * * *

Upon a deliberate review of the whole subject the committee can not avoid the conclusion that the public interests, according to modern conditions affecting both the work which has been performed by the revenue marine and that of the Navy, require the present union on just terms of the two services. We are confronted with the existence of two American navies, one, the larger or principal navy, with 269 guns, 74 ships, 1,316 officers, 8,188 seamen, the other, the smaller or Treasury navy, comprising 62 guns, 34 ships, 220 officers, and 711 seamen. These two navies are essentially alike and completely military in their material characteristics, and, so far as our own 5,700 miles of continental coast line and the 4,700 miles of Alaskan waters are concerned, they are both engaged in time of peace in similar duties, and each would be engaged in the same duties as the other in the time of war.

It is time that this anomaly should end and that both the American navies should, for the purpose of construction, organization, and discipline, be placed under the control and direction of one departmental head, and that should be the military one of the Secretary of the Navy.

For certain duties, and as occasion may arise, the ships and officers and men of the Navy will be detailed by the Navy Department, as they now are, for service according to the needs and direction of the Secretary of the Treasury, the Secretary of War, and the Secretary of State. * * *

The committee believe that in recommending the transfer from this huge and overburdened Treasury Department of the supervision of the naval ships, guns, officers, and seamen the real efficiency of that department in the performance of its legitimate and indispensable work will not be injured, but, indeed, will be largely increased.

In time of peace the Secretary of the Navy can devote more personal attention to promoting the efficiency of the vessels of the revenue marine than can be given by the Secretary of the Treasury. In time of war, necessarily and immediately, the command of the outside cruising revenue cutters passes at once to the Secretary of the Navy. He should therefore in time of peace retain the control of the construction and preservation of such vessels and of the organization and discipline of their officers and seamen.

The subject of the transfer of the revenue cutters to the Navy Department has been under discussion for about 10 years. The facts and arguments are fully before the public. The delay in reaching a decision is exceedingly detrimental to the national interests, and the question should receive an early and decisive settlement at the present session of Congress.

In concluding this report the commission desires again to make it clear that its recommendation is essentially different in purpose from the various efforts made in the past affecting the status of the Revenue-Cutter Service. The recommendation of the commission is

that the service be abolished as a separate service, and that its duties be taken over by other services—not that a transfer of the service in toto be made. The position of the commission is, not that the service as at present organized and conducted should be in one department instead of in another, but that there is no need for such service at all; that the duties performed by it can be performed by other existing services at much less cost.

It has been pointed out that the administrative machinery of the Revenue-Cutter Service now consists of:

1. An office of general administration at Washington.
2. Four district offices at New York, New Orleans, San Francisco, and Port Townsend.
3. A construction and repair station at Baltimore.
4. A depot at Arundel Cove, Md.
5. A general store at San Francisco.
6. A school of instruction with a practice cutter at New London, Conn.
7. Twenty-six cruising cutters.
8. Sixteen harbor cutters, consisting of nine tugs and seven launches.

It is immediately apparent that, with the abolition of the service, all need for the first six of these administrative units or parts will disappear. There being no special service to administer, the office of general administration and the four district offices will not be needed. The Navy Department is already fully equipped to do all construction and repair work, so that there will be no need for the construction and repair station at Baltimore. In the same way the general depots and storehouses of the Navy Department are fully able to meet all demands that will come upon them, so that the depot at Arundel Cove, Md., and the general store at San Francisco can be abandoned. The need for the school of instruction at New London will also cease to exist, since the only real necessity for such a school at the present time is in order to give the officers of the Revenue-Cutter Service instruction in technical military matters, and that instruction the officers of the Navy will receive at the Naval Academy.

In respect to the cruising cutters it is recommended that they be transferred to the Navy Department. When so transferred the commission sees no reason why they can not be incorporated into the general Naval Establishment, and be available for any work to be done by that establishment. This transfer is recommended simply as representing the best disposition that can be made of these vessels. In point of fact, the commission believes that the Navy, with its necessary ships, will be able to do all of the deep-sea cutter work required, with fewer vessels devoted entirely to the duties performed by the Revenue-Cutter Service, than is possible when these duties are performed by a separately organized branch. Further, that the necessity for the construction of additional vessels would be correspondingly decreased. The Naval Establishment will always embrace auxiliary ships, small cruisers, and other vessels that are not up to the required standards of efficiency for war. These can be used for services civil in character, and may be used in a measure to relieve the need for new construction. In the same way it is believed that the necessity for the employment of additional officers and men for the operation of these vessels will be less than if the service were independently operated.

If the recommendation of the commission is favorably considered the question will then arise as to the provision that should be made for the existing personnel of the Revenue-Cutter Service, and for the arrangement of the details incident thereto. This is a matter that the commission believes should not be considered by it until knowledge is obtained as to whether it is proposed to carry into execution the action recommended.

FREDERICK A. CLEVELAND,
Chairman.
W. F. WILLOUGHBY.
WALTER W. WARWICK.
FRANK J. GOODNOW.
HARVEY S. CHASE.
MERRITT O. CHANCE,
Secretary.

EXHIBIT 1B.

HISTORY, ORGANIZATION, AND ACTIVITIES OF THE REVENUE-CUTTER SERVICE.

CREATION OF THE SERVICE.

The Revenue-Cutter Service is one of the oldest distinct services of the Government. Its creation was urged by Alexander Hamilton, the first Secretary of the Treasury, in a communication addressed to Congress under date of April 22, 1789, and the service itself was established by act of August 4, 1790.

This act provided that the President should be empowered to build and equip "so many boats or cutters, not exceeding 10, as may be necessary to be employed for the protection of the revenue, the expense whereof shall not exceed $10,000, which shall be paid out of the product of the duties on goods, wares, and merchandise imported into the United States and on the tonnage of ships or vessels." It further made provision for the officers of the boats and their compensation and conferred necessary power upon these officers to board vessels and discharge their duties. The officers were declared to be "officers of the customs." The service was consequently placed under the jurisdiction where it has ever since been.

The subsequent history of the service is largely that of having conferred upon it by law or Executive order the performance of additional duties until its activities at the present time relate to a great many matters. The clearest statement of this history can thus be obtained by tracing step by step the assumption by the service of these additional duties.

ENFORCEMENT OF CUSTOMS AND TONNAGE DUES.

As originally created the service was given but one function to perform—that of assisting in the enforcement of the payment of the customs and tonnage dues. This function still constitutes one of the most important, if not the most important, duty of the service. The

authority of the Secretary of the Treasury to use the service for this purpose has been reiterated and made broader by subsequent legislation. Thus the act of March 2, 1799, provides:

The President may, for the better securing the collection of import or tonnage dues, cause to be maintained so many of the revenue cutters as may be necessary to be employed for the protection of the revenue, the expense whereof shall be paid out of such sum as shall be annually appropriated for the Revenue-Cutter Service and not otherwise. (R. S., 2747.)

The officers of the revenue cutters shall perform, in addition to the duties hereinbefore prescribed, such other duties for the collection and security of the revenue as from time to time shall be directed by the Secretary of the Treasury. (R. S., 2762.)

An act passed July 25, 1861, further provided:

The Secretary of the Treasury may direct the performance of any service by the revenue vessels which in his judgment is necessary for the protection of the revenue. (R. S., 2758.)

An act passed about the same time, July 12, 1861, also contained a provision which permitted the President to employ other vessels than revenue cutters for the enforcement of the payment of customs and tonnage dues. This section reads:

In execution of laws providing for the collection of duties on imports and tonnage, the President, in addition to the revenue cutters in service, may employ in aid thereof such other suitable vessels as may in his judgment be required. (R. S., 5318.)

COOPERATION WITH THE NAVY.

Alexander Hamilton, in urging the creation of the service, recommended that its officers should "be commissioned as officers of the Navy." Congress, however, did not accept this recommendation and provided that the officers should "be deemed officers of the customs." Notwithstanding this, the service was evidently organized and administered more or less as a naval force. This feature was not only fully acquiesced in by Congress but that body almost immediately took steps for placing the service upon a distinctly naval basis and providing that as occasion arose it should cooperate with the Navy.

Thus an act approved July 1, 1797, authorized the President to—

cause revenue cutters to be employed to defend the seacoast and to repel hostility to the vessels and commerce within their jurisdiction.

An act of June 22, 1798, amended the foregoing by authorizing the President to increase the strength of any revenue cutter for the purposes of defense against hostilities near the seacoast by employing on board the same not exceeding 70 marines and seamen.

An act "for the augmentation of the Navy," approved February 25, 1799, authorized the President—

to place on the Naval Establishment and employ accordingly all or any of the vessels which as revenue cutters have been increased in force and employed in defense of the seacoast.

These provisions of law were all replaced by those contained in an act passed March 2, 1799, for the more definite organization and regulation of the service. This act provided that:

The revenue cutters shall, whenever the President so directs, cooperate with the Navy, during which time they shall be under the direction of the Secretary of the Navy, and the expenses thereof shall be defrayed by the Navy Department. (R. S. 2757.)

In consequence of the service being recognized as a naval force, and in pursuance of the foregoing provisions of law, the service has actively participated in the naval operations of the country in most, if not all, of the wars of the country with foreign powers.

In October, 1798, the President, with a view of producing concert of action of the naval forces of the United States placed the revenue cutters at the disposal of the Secretary of the Navy and seven of them were accordingly employed in the West Indies during the quasi-French War, and afterwards in the suppression of piracy in that quarter.

In the War of 1812–1814 the revenue cutters were employed as dispatch boats and for coast defense, and on several occasions were actively engaged with the enemy, performing services of great value and to the credit of the service.

In 1836 several revenue cutters participated in the Seminole War and maintained a high reputation for the service.

In 1858 the cutter *Harriet Lane*, commanded by Capt. John Faunce, United States Revenue Marine, served in the Paraguayan expedition and its services were stated to be of incalculable value to the fleet.

During the Civil War the revenue cutters were likewise employed in naval operations and rendered services of great value.

The Revenue-Cutter Service likewise took an active and conspicuous part in the War with Spain. A full report of the services rendered by each vessel of the service is given in Senate Report No. 172, Fifty-seventh Congress, first session.

It will thus be seen that the Revenue-Cutter Service not only is organized and maintained as a naval force, and has naval duties imposed upon it by law, but has always rendered assistance of a naval character whenever the country has been called upon to engage in hostile operations with an enemy.

ENFORCEMENT OF QUARANTINE LAWS.

The first additional duty imposed upon the service seems to have been that in relation to the enforcement of the quarantine laws of the several States.

By act of February 23, 1799, it was provided that:

> The quarantines and other restraints established by the health laws of any State, respecting any vessels arriving in or bound to any port or district thereof, shall be duly observed by the officers of the customs revenue of the United States, by the masters and crews of the several revenue cutters, and by the military officers commanding in any fort or station upon the seacoast; and all such officers of the United States shall faithfully aid in the execution of such quarantines and health laws according to their respective powers and within their respective precincts, and as they shall be directed from time to time by the Secretary of the Treasury. But nothing in this title shall enable any State to collect a duty of tonnage or impost without the consent of Congress. (R. S., 4792.)

It will be seen by the foregoing provision that no specific duties in relation to the quarantine laws of the States are imposed upon the service, but that it, in common with the military officers in command of forts on the seacoast, shall not only observe all such laws, but shall render such aid as may be in their power and as they may be directed by the Secretary of the Treasury in securing the enforcement of such laws.

SUPPRESSION OF THE SLAVE TRADE.

Duties in connection with the suppression of the slave trade arose under the act of May 10, 1800, which forbids citizens of the United States to have any interest in vessels engaged in the slave trade between one foreign country and another or to serve on board of such vessels, while an act of 1807 forbade the importation of negro slaves into the United States. At the present time the President is authorized:

> When he deems it expedient to man and employ any of the armed vessels of the United States to cruise wherever he may judge attempts are making to carry on the slave trade by citizens or residents of the United States in contravention of laws prohibitory of the same. (R. S., 5557.)

After which follows authority to seize vessels so illegally employed and to prosecute persons offending.

Here, too, it will be noted, that the Revenue-Cutter Service is not specially mentioned as one charged with this duty, the authority of the President relating to the use of any armed vessel. The matter at the present time is, of course, one of no importance. It is mentioned in this place, however, since the official regulations of the service still mention this as one of the duties of the service, and the matter is of historical interest.

ENFORCEMENT OF THE NEUTRALITY LAWS.

By act of April 30, 1818, it was provided that:

> It shall be lawful for the President, or such person as he shall empower for that purpose, to employ such part of the land or naval forces of the United States, or of the militia thereof, as shall be necessary to compel any foreign vessel to depart the United States in all cases in which, by the laws of nations or the treaties of the United States, she ought not to remain within the United States. (R. S., 5288.)

This section also makes no specific reference to the Revenue-Cutter Service as the agent to be employed in enforcing the neutrality laws. The duty thus belongs to this service only as it is deemed to constitute a part of the "naval forces of the United States."

PROTECTION OF MERCHANT VESSELS FROM PIRATICAL ATTACKS AND SUPPRESSION OF PIRACY.

On March 3, 1819, an act was passed which provided that:

> The President is authorized to employ so many of the public armed vessels as in his judgment the service may require, with suitable instructions to the commanders thereof, in protecting the merchant vessels of the United States and their crews from piratical aggressions and depredations. (R. S., 4293.)

Other sections contained further provisions regarding piracy and the seizure and disposition of vessels so engaged.

Further legislation was had on this subject through the act of August 5, 1861, which provided that:

> Any vessel built, purchased, fitted out in whole or in part, or held for the purpose of being employed in the commission of any piratical aggression, search, restraint, depredation, or seizure, or in the commission of any other act of piracy, as defined by the law of nations, shall be liable to be captured and brought into any port of the United States if found upon the high seas, or to be seized if found in any port or place

within the United States, whether the same shall have actually sailed upon any piratical expedition or not, and whether any act or piracy shall have been committed or attempted upon or from such vessel or not, and any such vessel may be adjudged and condemned, if captured by a vessel authorized as hereinafter mentioned, to the use of the United States and to that of the captors, and if seized by a collector, surveyor, or marshal, then to the use of the United States. (R. S., 4297.)

The President is authorized to instruct the commanders of the public armed vessels of the United States, and to authorize the commanders of any other armed vessels sailing under the authority of any letters of marque and reprisal granted by Congress or the commanders of any other suitable vessels, to subdue, seize, take, and, if on the high seas, to send into any port of the United States any vessel or boat built, purchased, fitted out, or held as mentioned in the preceding section. (R. S., 4298.)

As in the case of the laws relative to the enforcement of the neutrality laws and other matters, the duty of suppressing piracy is not intrusted directly to the Revenue-Cutter Service, the President being simply authorized to use any "public armed vessels" for this purpose.

In the past the suppression of piracy and the protection of merchant vessels from piratical attack constituted an important service to be rendered by the armed vessels of the United States. At the present time this duty must be considered as more nominal than real.

PROTECTION OF THE TIMBER RESERVES OF THE UNITED STATES AGAINST DEPREDATIONS.

By act of February 23, 1822, provision is made that:

The President is authorized to employ so much of the land and naval forces of the United States as may be necessary effectually to prevent the felling, cutting down, or other destruction of the timber of the United States in Florida, and to prevent the transportation or carrying away any such timber as may be already felled or cut down; and to take such other and further measures as may be deemed advisable for the preservation of the timber of the United States in Florida. (R. S., 2460.)

This was supplemented by an act, passed March 2, 1833, which provided that:

It shall be the duty of all collectors of the customs within the States of Alabama, Mississippi, Louisiana, and Florida, before allowing a clearance to any vessel laden in whole or in part with live oak timber to ascertain satisfactorily that such timber was cut from private lands, or, if from public ones, by the consent of the Navy Department. And it is also made the duty of all officers of the customs, and of the land officers within those States, to cause prosecutions to be seasonably instituted against all persons known to be guilty of depredations, or injuries to, the live oak growing on public lands. (R. S., 2463.)

Here again in providing for the enforcement of the law, reference is made to the land and naval forces that may be employed and not the Revenue-Cutter Service particularly, though the act of 1833 directs the work of instituting proceedings in court against offenders shall constitute a part of the "officers of the customs" in common with all "land officers" of the Government. It is probable that Congress had in mind collectors of customs, rather than officers of the Revenue-Cutter Service, as officials who should initiate and conduct prosecutions in court, since the work being one of a judicial character rather than one of seizure can best be performed by officials permanently stationed on land. With the organization of a Forestry Service to care for the forests of the Government, the duties imposed upon other branches of the Government are correspondingly diminished in importance.

THE ASSISTANCE OF VESSELS IN DISTRESS.

By act of December 23, 1837, provision was made that:

The President may, when the necessities of the service permit it, cause any suitable number of public vessels adapted to the purpose to cruise upon the coast in the season of severe weather and to afford such aid to distressed navigators as their circumstances may require; and such public vessels shall go to sea fully prepared to render such assistance. (R. S., 1536.)

Though this act confers power upon the President to make use of "any suitable number of public vessels" for the purpose of aiding vessels in distress, the performance of this duty has been intrusted primarily to the Revenue-Cutter Service and constitutes one of its important activities at the present time.

By act of July 15, 1870, this duty is specially imposed upon the Revenue-Cutter Service as regards the Northern and Northwestern Lakes. The act thus provided that:

The revenue cutters on the northern and northwestern lakes, when put in commission, shall be specially charged with aiding vessels in distress on the lakes. (R. S., 2759.)

ENFORCEMENT OF IMMIGRATION LAWS.

By act of February 19, 1862, Congress provided that:

The President is empowered, in such way and at such time as he may judge proper, to direct the vessels of the United States, and the masters and commanders thereof, to examine all vessels navigated or owned in whole or in part by citizens of the United States, and registered, enrolled, or licensed under the laws thereof, whenever in the judgment of such master or commanding officer reasonable cause exists to believe that such vessel has on board any subjects of China, Japan, or other oriental country, known as "coolies," and upon sufficient proof that such vessel is employed in violation of the preceding provisions to cause her to be carried, with her officers and crew, into any port or district within the United States, and delivered to the marshal of such district, to be held and disposed of according to law. (R. S., 2163.)

This act, it will be noted, does not refer to the immigration laws generally, but only to that feature having to do with the importation of "coolies" from China, Japan, or other oriental country, and in respect to the enforcement of this feature confers power upon the President to make use of the "vessels of the United States." No special reference in this connection is made of the Revenue-Cutter Service.

PROTECTION OF SEAL FISHERIES AND SEA OTTER HUNTING GROUNDS IN ALASKA.

By act approved July 27, 1868, Congress provided that:

No person shall kill any otter, mink, marten, sable, or fur seal, or other fur-bearing animal within the limits of Alaska Territory, or in the waters thereof, and every person guilty thereof shall, for each offense, be fined not less than two hundred nor more than one thousand dollars, or imprisoned not more than six months, or both; and all vessels, their tackle, apparel, furniture, and cargo, found engaged in violation of this section shall be forfeited; but the Secretary of the Treasury shall have power to authorize the killing of any such mink, marten, sable, or other fur-bearing animal, except fur seals, under such regulations as he may prescribe; and it shall be the duty of the Secretary to prevent the killing of any fur seal and to provide for the execution of the provisions of this section until it is otherwise provided by law; nor shall he grant any special privileges under this section. (R. S., 1956.)

It will be seen that the Secretary of the Treasury is here designated as the officer who shall look after the enforcement of this provision of law. In discharging this duty he has made use of the Revenue-Cutter Service, which is under his jurisdiction.

SUPPRESSION OF ILLEGAL TRAFFIC IN FIREARMS, AMMUNITION, AND SPIRITS IN ALASKA.

By act of July 27, 1868, provision was made that:

The President shall have power to restrict and regulate or to prohibit the importation and use of firearms, ammunition, and distilled spirits into and within the Territory of Alaska. The exportation of the same from any other port or place in the United States, when destined to any port or place in that Territory, and all such arms, ammunition, and distilled spirits exported or attempted to be exported from any port or place in the United States and destined for such Territory, in violation of any regulations that may be prescribed under this section, and all such arms, ammunition, and distilled spirits landed or attempted to be landed or used at any port or place in the Territory in violation of such regulations, shall be forfeited, and if the value of the same exceeds four hundred dollars the vessel upon which the same is found, or from which they have been landed, together with her tackle, apparel, and furniture and cargo, shall be forfeited; and any person wilfully violating such regulations shall be fined not more than four hundred dollars or imprisoned not more than six months. Bonds may be required for a faithful observance of such regulations from the master or owners of any vessel departing from any port in the United States having on board firearms, ammunition, or distilled spirits, when such vessel is destined to any place in the Territory, or, if not so destined, when there is reasonable ground of suspicion that such articles are intended to be landed therein in violation of law; and similar bonds may also be required on the landing of any such articles in the Territory from the person to whom the same may be consigned. (R. S., 1955.)

This provision of law, it will be noted, while directing that the President have the power to restrict and regulate the importation and use of firearms, ammunition, and distilled spirits into and within Alaska, makes no provision regarding the means that shall be adopted by him in discharging this duty. Any action taken by the Revenue-Cutter Service in relation to this matter must consequently be in pursuance of the President having imposed this obligation upon it.

ASSISTANCE OF THE LIFE-SAVING SERVICE.

The Life-Saving Service may be deemed to be an offshoot from, or at least to own its creation to, the Revenue-Cutter Service. Prior to 1871 Congress had made no provision for any administrative service that should have charge of the duties now performed by the Life-Saving Service. In that year, however, Congress, as the result of the efforts of the then head of the Revenue-Cutter Service, now the head of the Life-Saving Service, Mr. S. I. Kimball, provided for the organization of a separate administrative organization within the Revenue-Cutter Service to have charge of these matters.

By act of March 3, 1873, Congress provided that:

The Secretary of the Treasury shall provide for the establishment of 10 life-saving stations on the coasts of Maine, New Hampshire and Massachusetts, Virginia and North Carolina, at such points as he may deem necessary, for the saving of life and property on said coasts: *Provided*, That all life-saving stations hereafter erected, shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury, and to be under his direction. (R. S., 4249.)

On June 30, 1874, Congress, by the passage of the act entitled "An act to promote the efficiency of the Life-Saving Service," gave legal sanction to the preliminary organization effected in 1871, and provided for the establishment of numerous life-saving stations.

Four years later, on June 18, 1878, Congress passed the act to organize the Life-Saving Service, by which that service was given an independent status.

Notwithstanding this, Congress still continued the practice, which has persisted to the present time of making use of officers of the Revenue-Cutter Service to discharge certain duties of the Life-Saving Service. One of the cases where this is done has already been mentioned, that of the law of March 3, 1873, which provided that:

All life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be directed by the Secretary of the Treasury and to be under his direction. (R. S., 4249.)

The law of June 18, 1878, establishing the Life-Saving Service on its present basis, provided that:

The Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service as may be necessary to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent. (Act of June 18, 1878; chap. 265, 20 Stat. L., 164.)

Later provision was made by the legislative, executive, and judicial appropriation act of February 26, 1889, that—

hereafter nothing in section * * * shall be construed to prevent the Secretary of the Treasury from detailing not exceeding two officers of the Revenue-Marine Service for duty in the office of the Life-Saving Service. (Chap. 279, 25 Stat. L., 719.)

These three provisions of law are still in force, and under them officers of the Revenue-Cutter Service are performing the duties above enumerated for the Life-Saving Service.

ENFORCEMENT OF CERTAIN LAWS RELATING TO FISHERIES.

In 1885 Congress, in making provision, in the sundry civil act of March 3, 1885, for the propagation of food fishes in the waters of the United States by the United States Fish Commission, provided that:

The Secretary of the Treasury is authorized to detail from time to time for duty under the Commissioner of Fish and Fisheries any officers and men of the Revenue-Marine Service whose services can be spared for such duty. (Chap. 360, 23 Stat. L., 494.)

On June 14, 1906, an act was passed prohibiting aliens from fishing in the waters of Alaska. This act provided:

That the Secretary of Commerce and Labor shall have power to make rules and regulations not inconsistent with law to carry into effect the provisions of this act. And it shall be the duty of the Secretary of Commerce and Labor to enforce the provisions of this act and the rules and regulations made thereunder, and for that purpose he may employ, through the Secretary of the Treasury and the Secretary of the Navy, the vessels of the United States Revenue-Cutter Service and of the Navy.

On June 20, 1906, an act was passed regulating the landing, delivery, cure, and sale of sponges in the Gulf of Mexico. This act provided:

That it shall be the duty of the Secretary of Commerce and Labor to enforce the provisions of this act, and upon his request the Secretary of the Treasury and the Secretary of the Navy may employ vessels of the Revenue-Cutter Service and of the Navy, respectively, to that end. (Chap. 3442, 31 Stat. L., 314.)

ENFORCEMENT OF LAWS RELATING TO ANCHORAGE OF VESSELS.

On May 16, 1888, Congress passed the following act relative to the anchorage of vessels in the port of New York:

That the Secretary of the Treasury is authorized, empowered, and directed to define and establish an anchorage ground for vessels in the bay and harbor of New York, and in the Hudson and East Rivers; to adopt suitable rules and regulations in relation thereto, and to take all necessary measures for the proper enforcement of such rules and regulations.

SEC. 2. That in the event of the violation of any such rules or regulations by the owner, master, or person in charge of any vessel, such owner, master, or person in charge of such vessel shall be liable to a penalty of one hundred dollars, and the said vessel may be holden for the payment of such penalty, and may be seized and proceeded against summarily by libel for the recovery of the same in any United States district court for the district within which such vessel may be, and in the name of the officer designated by the Secretary of the Treasury.

SEC. 3. This act shall take effect immediately. (Act of May 16, 1888; 25 Stat. L., 151.)

By act of March 3, 1899, the provisions of this act were extended—

to include the waters of Kill von Kull, Newark Bay, Arthur Kill, and Raritan Bay. (Chap. 424, 30 Stat. L., 1081.)

On February 6, 1893, Congress passed a somewhat similar act in relation to the harbor of Chicago. This act reads:

That the Secretary of the Treasury be authorized and directed to define and establish anchorage grounds for vessels in the harbors of Chicago and waters of Lake Michigan adjacent thereto; to adopt suitable rules and regulations in relation to the same, and also to adopt suitable rules and regulations governing the use of marked inshore channels in Lake Michigan, in front of the city of Chicago, and to take all necessary measures for the proper enforcement of such rules and regulations.

SEC. 2. That in the event of the violation of any such rules or regulations by the owner, master, or person in charge of any vessel, such owner, master, or person in charge of such vessel shall be liable to a penalty of one hundred dollars, and the said vessel may be holden for the payment of such penalty and may be seized and proceeded against summarily by libel for the recovery of the same in any United States district court for the district within which such vessel may be, and in the name of the officer designated by the Secretary of the Treasury. (Chap. 64, 27 Stat. L., 431.)

On March 6, 1896, the following act was passed relative to the anchorage of vessels in St. Marys River, Mich.:

That the Secretary of the Treasury be, and he hereby is, authorized and directed to adopt and prescribe suitable rules and regulations governing the movements and anchorage of vessels and rafts in Saint Marys River, from Point Iroquois, on Lake Superior, to Point Detour, on Lake Huron, and for the purpose of enforcing the observance of such regulations the said Secretary is hereby authorized to detail one or more revenue cutters for duty on said river.

SEC. 2. That all officers of the Revenue-Cutter Service who are directed to enforce the regulations prescribed by the above rules are hereby empowered and directed, in case of necessity or when a proper notice has been disregarded, to use the force at their command to remove from channels or stop any vessels found violating the prescribed rules.

SEC. 3. That in the event of the violation of any such regulations or rules of the Secretary of the Treasury by the owners, master, or person in charge of such vessel, such owners, master, or person in charge shall be liable to a penalty of two hundred dollars, and the vessel, its tackle, apparel, furniture, and cargo, at any time used or employed in violation of such regulations, shall be forfeited to the United States: *Provided*, That the Secretary of the Treasury may remit said fine or release said vessel on such terms as he may prescribe: *Provided also*, That nothing in this act shall be construed to amend or repeal the act entitled "An act to regulate navigation on the Great Lakes and connecting tributary waters as far east as Montreal." (Chap. 49, 29 Stat. L., 55.)

Section 1 of this act was amended by act of April 26, 1906, by striking out the final words reading "the said Secretary is hereby author-

ized to detail one or more revenue cutters for duty on said river," and inserting in lieu thereof the following:

The Secretary of the Treasury is hereby authorized to detail one or more revenue cutters for duty upon the request of the Secretary of Commerce and Labor on said river. (Chap. 1874, 34 Stat. L., 136.)

On June 6, 1900, similar action was taken by Congress in relation to the Kennebec River through the passage of an act of that date.

That the Secretary of the Treasury is authorized, empowered, and directed to define and establish an anchorage ground for vessels in Kennebec River at or near Bath, Maine, to adopt suitable rules and regulations in relation thereto, and to take all necessary measures for the proper enforcement of such rules and regulations.

SEC. 2. That in the event of the violation of any such rules or regulations the owner, master, or person in charge of such vessel shall be liable to a penalty of one hundred dollars; and the said vessel may be holden for the payment of such penalty, and may be seized and proceeded against summarily by libel for the recovery of the same in any United States district court for the district within which said vessel may be, and in the name of the officer designated by the Secretary of the Treasury.

SEC. 3. That this act shall take effect immediately. (Chap. 819, 31 Stat. L., 683.)

A reading of the foregoing provisions of law will show that only in the case of the act relating to St. Marys River, Mich., is specific reference made to the Revenue-Cutter Service as the one to which should be intrusted the administration of the acts. The others simply impose upon the Secretary of the Treasury the obligation of taking such action as may be required, leaving to him discretion in respect to the agency under his jurisdiction through which the work will be actually done.

REGULATIONS AND POLICING REGATTAS AND MARINE PARADES.

On May 19, 1896, Congress passed the following act authorizing the Secretary of the Treasury to detail revenue cutters to enforce such rules and regulations as might be adopted to insure the safety of passengers on excursion steamers, yachts, etc., taking part in regattas:

That in order to provide for the safety of passengers on excursion steamers, yachts, oarsmen, and all craft, whether as observers or participants, taking part in regattas, amateur or professional, that may hereafter be held on navigable waters, the Secretary of the Treasury be, and he is hereby, authorized and empowered, in his discretion, to detail revenue cutters to enforce such rules and regulations as may be adopted to insure the safety of passengers on said excursion steamers, yachts, oarsmen, and all craft, whether as observers or participants, taking part in such regattas. (Chap. 199, 29 Stat. L., 122.)

This act was strengthened by an act passed April 28, 1908, which confers power upon the Secretary of Commerce and Labor to issue regulations to promote the safety of life on navigable waters during regattas and marine parades, and in enforcing such regulations to make use of any public vessel belonging to his department or any private vessel gratuitously tendered him. It further provided that upon the request of the Secretary of Commerce and Labor the head of any other department might enforce the regulations through the use of any public vessel belonging to such department or private vessel gratuitously tendered to him. The wording of this act is as follows:

That the Secretary of Commerce and Labor is hereby authorized and empowered, in his discretion, to issue from time to time regulations, not contrary to law, to promote the safety of life on navigable waters during regattas or marine parades.

SEC. 2. That to enforce such regulations the Secretary of Commerce and Labor may detail any public vessel in the service of that department and make use of any private

vessel tendered gratuitously for the purpose or upon the request of the Secretary of Commerce and Labor the head of any other department may enforce the regulations issued under this act by means of any public vessel of such department and of any private vessel tendered gratuitously for the purpose.

SEC. 3. That the authority and power bestowed upon the Secretary of Commerce and Labor by sections one and two may be transferred for any special occasion to the head of another department by the President whenever in his judgment such transfer is desirable. * * * (Chap. 151, 35 Stat. L., 69.)

It would seem that under this latter act the Secretary of Commerce and Labor is the official of the Government who is primarily charged with the duty of drafting and issuing regulations to govern regattas and marine parades in navigable waters and of seeing to their enforcement, but that in discharging the latter duty he can request the Secretary of the Treasury, the Secretary of the Navy, or the head of any other department to undertake the enforcement of the regulations through vessels belonging to their several departments or gratuitously tendered them.

PROTECTION OF GAME IN ALASKA.

By act approved June 7, 1902, Congress prescribed in detail regulations for the protection of game in Alaska. The enforcement of this act is intrusted primarily to the Secretary of Agriculture, but it is provided that it—

shall be the duty of the Secretary of the Treasury, upon request of the Secretary of Agriculture, to aid in carrying out the provisions of this act. (Chap. 1037, 32 Stat. L., 327.)

This act was amended by an act passed May 11, 1908, which provides that—

it shall be the duty of the Secretary of the Treasury, upon request of the governor or Secretary of Agriculture, to aid in carrying out the provisions of this act. (Chap. 162, 35 Stat. L., 105.)

REMOVALS OF DERELICTS.

By act of May 12, 1906, Congress made provision for the construction of a vessel, to constitute a part of the fleet of the Revenue-Cutter Service, and to be used for the purpose of destroying derelicts and other floating dangers. Following is the wording of this act:

That the Secretary of the Treasury is hereby authorized to have constructed, at a cost not to exceed two hundred and fifty thousand dollars, a steam vessel specially fitted for and adapted to service at sea in bad weather, for the purpose of blowing up or otherwise destroying or towing into port wrecks, derelicts, and other floating dangers to navigation, said vessel to be operated and maintained by the Revenue-Cutter Service under such regulations as the Secretary of the Treasury may prescribe. (Chap. 2454, 34 Stat. L., 190.)

In pursuance of this act and appropriations made from time to time by Congress, the Revenue-Cutter Service has had built a vessel known as the *Seneca*, which is being used for the purpose described in this act.

ENFORCEMENT OF LAWS REGARDING MOTOR BOATS.

By act of June 9, 1910, which is entitled "An act to amend laws for preventing collisions of vessels and to regulate equipment of certain motor boats on the navigable waters of the United States," Congress prescribed in detail the regulations to be observed by motor boats.

In respect to the enforcement of its provisions, section 8 of this act provides:

That the Secretary of Commerce and Labor shall make such regulations as may be necessary to secure the proper execution of this act by collectors of customs and other officers of the Government. (Chap. 268, 36 Stat. L., 462.)

ENFORCEMENT OF NAVIGATION AND OTHER LAWS GOVERNING MERCHANT VESSELS.

Among the duties of the service enumerated in the official regulations of the service is that of "the enforcement of the navigation and other laws governing merchant vessels." Although in the case of most of the duties enumerated in these regulations reference is made to the laws imposing such duties upon the service, no such reference is made in the case of the present duty. The performance of duties by the Revenue-Cutter Service in relation to the navigation and other laws governing merchant vessels other than those already considered under other heads must, therefore, rest upon general provisions of law conferring upon the Secretary of the Treasury general authority in respect to the navigation and merchant-marine laws of the country. Now that the Bureau of Navigation and Steamboat-Inspection Service are under the Department of Commerce and Labor, it would seem that the Revenue-Cutter Service could take no action under this general head except as the Secretary of Commerce and Labor, acting in pursuance of authority conferred upon him, called upon it for assistance.

SUPPRESSION OF MUTINIES ON MERCHANT VESSELS.

The suppression of mutinies on board merchant vessels is another duty of the service mentioned in the latter's official regulations in respect to which no reference to specific provision of law is made. Regarding this duty the regulations contain the following provisions:

ART. 157. He (the commanding officer) shall extend aid to officers of merchant vessels in suppressing mutinies on board their craft, taking such steps not inconsistent with law as the particular case may require.

ART. 704. Officers of the Revenue-Cutter Service shall afford all the aid in their power, not inconsistent with their official duties, to the civil authorities in executing process in harbors, roadsteads, and adjacent coasts against persons charged with violating the laws of the United States.

At the request of the master or other officer in charge of any vessel, officers of the Revenue-Cutter Service shall use all the force at their command, if necessary, in quelling mutiny on board such vessel.

PROTECTION OF WRECKED PROPERTY.

The protection of wrecked property is likewise listed in the official regulations among the duties of the service without reference to any specific provision of law. In performing this duty the service is acting under what may be called its general powers, or because work of this character is deemed to be so analogous to that imposed by the law regarding the removal of wrecks, derelicts, and other dangers to navigation as to justify the service in doing this work.

FUNCTIONS OR ACTIVITIES OF THE SERVICE.

In the foregoing history of the Revenue-Cutter Service the attempt has been made to trace chronologically the development of the service as regards the scope of its activities. In doing so the provisions of law imposing new duties, or, in accordance with which, new duties have been assumed as the result of executive or administrative action, have been reproduced in full. A listing of these duties shows that, according to the official regulations of the service and data furnished by the service to the commission, the Revenue-Cutter Service at the present time has, or claims to have at the present time, the following duties to perform:

1. Protection of the customs revenues.
2. Cooperation with the Navy.
3. Enforcement of laws pertaining to the quarantine.
4. Suppression of the slave trade.
5. Enforcement of the neutrality laws.
6. Protection of merchant vessels from piratical attacks and suppression of piracy.
7. Protection of the timber reserves of the United States against depredations.
8. Assistance of vessels in distress.
9. Prevention of the violation of the immigration laws as provided in section 2163, Revised Statutes.
10. Protection of seal fisheries and sea otter hunting grounds in Alaska.
11. Suppression of illegal traffic in firearms, ammunition, and spirits in Alaska.
12. Cooperation with the Life-Saving Service.
13. Enforcement of certain laws relating to fisheries.
14. Enforcement of certain laws relating to anchorage of vessels.
15. Regulation and policing regattas and marine parades.
16. Protection of game in Alaska.
17. Destruction of derelicts at sea.
18. Enforcement of laws regarding motor boats.
19. Enforcement of the navigation and other laws governing merchant vessels.
20. Suppression of mutinies on board merchant vessels.
21. Protection of wrecked property.
22. Establishment and maintenance of a refuge station at or near Point Barrow, Alaska.

In addition to the foregoing specific duties the official regulations of the service mention the following as pertaining to the duties of the service:

(1) The President may direct any vessel of the Revenue-Cutter Service to perform any duty or make any cruise which, in his judgment, may be necessary for the public service.

(2) The Secretary of the Treasury may direct the officers and vessels of the Revenue-Cutter Service to perform any duty which, in his judgment, may be necessary for the protection, collection, and security of the customs revenue. (R. S., 2758, 2762.)

(3) For duty connected with the customs revenue, vessels of the Revenue-Cutter Service are subject to the direction of such collectors of the customs revenues, or other officers thereof, as from time to time may be designated for that purpose by the Secretary of the Treasury. (R. S., 2760.)

(4) Vessels of the Revenue-Cutter Service shall be used exclusively for the public service, and in no way for private purposes. (Act July 7, 1884.)

ORGANIZATION OF THE SERVICE.

For the performance of these duties the Treasury Department maintains an administrative division known as "Division of the Revenue-Cutter Service," a fleet of vessels and such auxiliary branches and institutions as depots, stores, or warehouses, a school of instruction, repair station, etc. The following outline of organization, taken from the report of the commission on outlines of organization of the Government, indicates more in detail the organization of the service as it existed on July 1, 1911:

1. Department of the Treasury.
    4. Assistant Secretary.
        5. *Revenue-Cutter Service.*
            1. General administration.
                1. Office proper of captain commandant and chief of division.
                2. Assistant chief of division.
                3. Chief clerk.
                4. Law clerk.
                5. Engineer in chief.
                6. Personnel.
                7. Supplies and outfits.
                8. Accounts.
                9. Mails and files.
                10. Superintendent of construction and repairs, Baltimore, Md.
            2. School of Instruction, New London, Conn.
                1. Practice cutter *Itasca.*
            3. Depot, Arundel Cove, Md.
            4. General Store, San Francisco, Cal.
            5. Revenue cutters, cruising.
                1. *Acushmet.*
                2. *Algonquin.*
                3. *Androscoggin.*
                4. *Apache.*
                5. *Arcata.*
                6. *Bear.*
                7. *Forward.*
                8. *Gresham.*
                9. *Manning.*
                10. *Mackinac.*
                11. *McCulloch.*
                12. *Mohawk.*
                13. *Morrill.*
                14. *Onondaga.*
                15. *Pamlico.*
                16. *Rush.*
                17. *Seminole.*
                18. *Seneca.*
                19. *Snohomish.*
                20. *Tahoma.*
                21. *Thetis.*
                22. *Tuscarora.*
                23. *Windom.*
                24. *Winona.*
                25. *Woodbury.*
                26. *Yamacraw.*
            6. Harbor cutters.
                1. Tugs.
                    1. *Davey* (station, New Orleans, La.).
                    2. *Golden Gate* (station, San Francisco, Cal.).
                    3. *Guthrie* (station, Baltimore, Md.).
                    4. *Hartley* (station, San Francisco, Cal.).
                    5. *Hudson* (station, New York, N. Y.).
                    6. *Calumet* (station, New York, N. Y.).
                    7. *Manhattan* (station, New York, N. Y.).
                    8. *Winnisimment* (station, Boston, Mass.).
                    9. *Wissahickon* (station, Philadelphia, Pa.).

1. Department of the Treasury—Continued.
    4. Assistant Secretary—Continued.
        5. *Revenue-Cutter Service*—Continued.
            6. Harbor cutters—Continued.
                2. Launches.
                    1. *Alert* (station, Mobile Ala.).
                    2. *Guard* (station, Port Townsend, Wash.).
                    3. *Guide* (station, New York, N. Y.).
                    4. *Patrol* (station, Chicago, Ill.).
                    5. *Penrose* (station, Pensacola, Fla.).
                    6. *Scout* (station, Port Townsend, Wash.).
                    7. *Tybee* (station, Savannah, Ga.).
            7. Supervisor of Inspection.
                1. New York and vicinity.
                2. New Orleans and vicinity.
                3. San Francisco and vicinity.
                4. Port Townsend and vicinity.
            8. Supervisor of Anchorage.
                1. New York, N. Y.
                2. Saulte Ste. Marie, Mich.
                3. Chicago, Ill.
            9. Officers on detail Life-Saving Service.

The most significant feature of this scheme of organization is that it represents the maintenance of a complete naval establishment under the Treasury Department. Ever since the service was created unremitting efforts have been made by it, and by successive Secretaries of the Treasury, to have this feature recognized and provided for by Congress. These efforts have been successful with the result that, at the present time, every feature characteristic of the Naval Establishment proper is found in this service. Its vessels for deep-sea cruising are constructed as war vessels, are equipped with guns, and are maintained and operated as vessels available for belligerent operations. The officers of the service bear naval titles, enjoy naval rank, and all the perquisites and emoluments in the way of salaries, retirement on three-quarters pay, quarters, fuel, light, etc., of naval officers.

The men are enlisted as are the noncommissioned officers and mariners of the Navy. The regulations of the service provide for naval exercises, enforcement of discipline through naval methods, and the performance of all duties according to methods obtaining in a naval establishment that is maintained exclusively for naval operations. Finally, a school of instruction is maintained at New London, Conn., for the purpose of performing the same function as that performed by the Naval Establishment proper by the Naval Academy at Annapolis, Md.

No attempt is here made to describe in detail the manner in which this organization is operated, since such full information regarding this matter is contained in the printed regulations of the service.

Exhibit No. 2 B.

History of Efforts Looking to the Transfer of the Service from the Treasury Department to the Navy Department.

Efforts looking to the transfer of the Revenue-Cutter Service from the Treasury Department to the Navy Department date from the organization of the service itself, since Alexander Hamilton, in urging upon Congress the creation of the service, recommended that its

officers be made officers of the Navy. Congress, however, failed to accept this recommendation, and provided that the officers of the service should be deemed officers of the customs.

Scarcely, however, had the service been organized than propositions were brought forward looking to the transfer of the newly established service to the Navy Department, and these efforts have been continued at frequent intervals down to a comparatively recent date.

The first of these efforts dates from February 4, 1796, less than six years after the service was established, and consisted in a petition presented to the Senate by a number of the officers of the service praying they "be placed upon the full Naval Establishment." This petition was referred to a special committee, which committee failed to make a report.

During the period from about 1821 to 1832, officers of the Navy were detailed for duty on some of the revenue cutters. This practice was discontinued by the following circular letter of the Secretary of the Treasury:

TREASURY DEPARTMENT, *January 17, 1832.*

Experience having shown that the employment of officers of the Navy in the Revenue-Cutter Service is liable to objection, it is deemed proper to discontinue the practice, and in future to keep the two services distinct and separate.

In pursuance of this arrangement, and with the approbation of the Secretary of the Navy, all officers of the Navy now employed in the Revenue-Cutter Service will cease to be employed after the 30th of April next.

And the President has directed that the commissions now held by such officers in the Cutter Service be revoked, the revocation to take effect after that day.

With a view to greater efficiency in the Cutter Service in future, vacancies will be filled by promotion from among the officers in that service, when that shall be found preferable to other appointments, having regard to fitness as well as seniority.

LOUIS MCLANE,
Secretary of the Treasury.

February 10, 1840, the House adopted a series of five resolutions, the second of which related to the Revenue-Cutter Service, and is as follows:

Resolved, That the Committee on Naval Affairs be instructed to inquire into the expediency of employing armed steamers in the Revenue Service instead of the vessels now in use, and of making that service a branch of the Navy in all respects, except so far as may be necessary to have the general direction of it with the Treasury Department.

The committee failed to make the report required by the resolution.

December 15, 1841, the Senate adopted the following:

Resolved, That the Committee on Naval Affairs be instructed to inquire into the expediency of abolishing the system of revenue cutters and of employing a part of the Navy of the United States in that service.

Committee failed to make report.

December 28, 1842, the following was adopted by the House:

That a select committee of five be appointed * * * to inquire into the expediency of employing armed steamers in the Revenue Service, and uniting it to the Navy, and using iron in the construction of said vessels, and report by bill or otherwise.

Committee was appointed but made no report.

February 2, 1843, the Senate unanimously adopted the following:

Resolved, That the Committee on Commerce be instructed to inquire into the expediency of abolishing the system of revenue cutters, and of employing a part of the Navy of the United States in that service.

February 14, 1843, Mr. Huntingdon, from said committee, made the following report:

The Revenue-Cutter Service was originally established "for the better securing of the collection of the duties imposed on goods, wares, and merchandise imported into the United States, and on the tonnage of ships and vessels." The protection of the revenue was the principal object which Congress had in view in authorizing the cutters to be built, and in promoting this object they have been principally employed. Their officers are declared by law to be officers of the customs, and are subject to the orders of the Treasury Department, carried into effect through the collectors or other officers of the customs. The duties required of those who have the command of these vessels are such as belong almost exclusively to the enforcement of the revenue laws. Hence, it seems to be peculiarly appropriate that those employed in this service should be under the direction and control of the officers who are charged with the execution of the laws relating to customs. This was the leading feature of the policy which led to the establishment of this branch of the public service. It has stood the test of time and experience and has worked well. To abandon it to try a new experiment would be, at best, hazardous, and is not called for by any exigency known to the committee.

To substitute officers and vessels of the Navy for the performance of the duties now discharged by means of the revenue cutters, and which are peculiar to such service and have no connection with naval duties, is not demanded by reason of any defects in the existing system, nor any principle of true economy, nor any advantage it possesses over the present arrangement. So far from this, the committee are satisfied that sound policy requires that the revenue service and the naval service should be kept distinct, that the officers of the cutters should continue to be officers of the customs, responsible as such, confined to their appropriate duties, and under the direction of the Secretary of the Treasury, who is charged with the administration of the laws relating to customs. By this arrangement the cutters can have their stations assigned them where they will be most useful, and which can be changed from time to time, as the public service requires and without delay. They will be under the constant supervision of the collector, who, it is reasonable to presume from the nature of his official duties, will be able to give orders more promptly than any other person; their officers being civil officers will have no connection with the Navy, which is a distinct branch of the public service and whose officers are subject to different regulations and whose duties are more appropriate to the service in which they are engaged.

If the Navy were to be employed in the place of the cutters, it must be under the direction of the Navy Department so far as the revenue service is concerned, or but little, if any, practical good would follow from its employment in this service. It is not believed to be expedient to create a new commanding officer in the Navy for this purpose. The committee would enlarge upon the general subject submitted to them, but they deem it unnecessary, inasmuch as they concur in the views of the Secretary of the Treasury in his letter to them, which they annex to this report and in which the obligations to the proposed change in the existing laws are concisely yet fully stated. They recommend, therefore, the adoption of the following:

Resolved, That it is not expedient to abolish the system of revenue cutters and to employ a part of the Navy of the United States in that service.

The resolution appended to the report was adopted.

The following is the letter of the Secretary of the Treasury to which reference is made in the foregoing report:

TREASURY DEPARTMENT, *February 9, 1843.*

SIR: I have the honor to acknowledge the receipt of your communication of the 2d instant, accompanied by a resolution of the Senate, directing the Committee on Commerce to inquire into the expediency of abolishing the system of revenue cutters and of employing a part of the Navy of the United States in that service, and requesting the opinion of the department upon the subject.

Concurring in the justness of your remark that a careful examination is due to a measure looking to so material a change in the revenue system as that proposed in the resolution, I have accordingly bestowed upon it such careful examination and reflection as the pressure on my time and attention to other official business would permit, and I now have the honor to submit to the committee the following views on the subject under consideration:

There would seem to be a manifest propriety as required by the existing system in placing under the exclusive charge of the head of the Treasury the means of enforcing all laws appertaining to the security and collection of the revenue, together with the power to direct and control all officers employed in that branch of the public service.

The resolution contemplates the abolishment of the present revenue-cutter system and employing in lieu of it a part of the Navy of the United States. By this arrangement officers detailed on this service would be subject for any misconduct or neglect of duty to the code of laws established for the government of the Navy. This, it is believed, would occasion vexations and difficulties calculated to embarrass the operations of this department in carrying into effect with proper energy the legal means placed in its hands for the security and protection of the revenue. Besides, without intending any disparagement of the officers of the Navy, it is not believed that the habits and discipline of that meritorious class of men are calculated to suit the character of the service to which it is proposed to assign them, especially when they must be subject to the orders and directions of the collectors of the customs, as provided by the 99th section of the act of March 2, 1799, which subjection is deemed highly essential both for the efficiency of the duties to be discharged and the better security of the interests of the revenue. The correctness of this impression has already been partially tested by the experience of the department in the employment, some years back, of naval officers in the cutter service, which, after a short while, it was found necessary to discontinue, in consequence of the difficulties and objections which occurred in the practical operations of the measure.

The officers at present attached to the cutter service are believed generally to be faithful, competent, and vigilant in the discharge of their duties, and under the existing system, as established by law and regulations, it is thought that the revenue is better protected and violations of revenue laws more effectually guarded against than would probably be the case under the new system proposed.

For the foregoing reasons I am decidedly of the opinion that it would not be an exercise of sound policy to adopt the measure contemplated by the resolution.

Respectfully, yours,

W. FORWARD, *Secretary.*

Hon. J. W. HUNTINGDON,
Chairman Committee on Commerce, United States Senate.

May 13, 1846, the House having under consideration a bill to regulate the appointment and promotion of officers of the Revenue Service it was recommitted to the Committee on Naval Affairs with instructions—

To strike out all of the enacting clause and report a bill to the House providing that all vessels now engaged in the Revenue-Marine Service of the United States, or now building for the same, and under the control of the Treasury Department, be transferred to the control of the Navy Department for public service, and subject in all respects to the regulations thereof, as established by law.

The above elicited discussion, which is recorded in the Congressional Globe, Twenty-ninth Congress, first session, pages 811, 812.

January 15, 1859, in a plan submitted to the Senate by the Secretary of the Treasury, Mr. Howell Cobb, for the revision and consolidation of the revenue laws, no provision is made for the Revenue-Cutter Service, and the following is said in relation to that service:

Another branch of expenditures now charged to the expense of collecting the revenue grows out of the Revenue-Cutter Service. * * *

For what purpose is this service kept up? If the object is to aid our customhouse officers in the collection of the revenue by enabling them to board and examine vessels entering their ports, it can be dispensed with. Other arrangements less expensive and more effective should be substituted. At the larger ports there could be kept small steam tugs, which would involve much less expenditure and at the same time be more useful, whilst at other ports the present arrangements have been found sufficient for all necessary purposes.

There are, however, two other objects contemplated in keeping up the Revenue-Cutter Service, first, the prevention of smuggling, and, second, the relief afforded to vessels in distress on our coast.

It is submitted to the consideration of Congress whether both these objects can not be better accomplished by the naval service.

The gradual increase of naval vessels, and especially that class which would be best suited to these objects, is a policy which commends itself very strongly to our favorable consideration. In carrying out such a policy I see no good reason why this expenditure now imposed upon the revenue may not be saved, and that, too, without adding

materially to the expense of the Navy. The most serious objection which has occurred to my mind is the disposition of the officers now attached to the Revenue-Cutter Service. Many of them have long been connected with it, and it would seem a harsh judgment to discharge them unceremoniously from the public service. To incorporate them into the Navy is attended with objections and difficulties which seem to be insurmountable. They might, however, be transferred and attached to the jurisdiction of the Navy Department, and continue in the public service until their present commissions should terminate by death, resignation, or removal, and the power should be given to transfer to an assimilated rank in the Navy those who might, by meritorious conduct, prove themselves worthy of it. * * *

This report was referred to the Committee on Ways and Means.

January 21, 1859, the Senate adopted the following:

Resolved, That the Secretary of the Navy be directed to inform the Senate whether, in his opinion, it would be expedient to transfer the Revenue-Cutter Service from the Treasury to the Navy Department, and in what manner that transfer can be made so as to perform most effectually the service required of it and contribute at the same time to our coast defense.

February 8, 1859, the following report of the Secretary of the Navy, made in compliance with the above resolution, was laid before the Senate and referred to its Committee on Naval Affairs.

(This report, with its inclosure, was not printed.)

NAVY DEPARTMENT,
Washington, February 7, 1859.

SIR: I have the honor to acknowledge the receipt of the resolution of the Senate of the 21st ultimo, directing the Secretary of the Navy to inform the Senate "whether, in his opinion, it would be expedient to transfer the Revenue-Cutter Service from the Treasury to the Navy Department, and in what manner that transfer can be made so as to perform most effectually the service required of it and to contribute at the same time to our coast defense."

For the purpose of obtaining the views of naval officers of experience upon the points of the resolution, it was referred to the heads of the Bureaus of Yards and Docks and Ordnance and Hydrography for a report, a copy of which is respectfully transmitted.

I concur generally in their views, and am of opinion that the transfer suggested would be inexpedient.

I am, very respectfully, your obedient servant,

ISAAC TOUCEY.

Hon. JOHN C. BRECKINRIDGE,
Vice President of the United States and President of the Senate.

The report referred to by Mr. Secretary Toucey is as follows:

NAVY DEPARTMENT, *January 24, 1859.*

SIR: We have the honor to acknowledge the reference of the resolution of the Senate in regard to the expediency of transferring the Revenue-Cutter Service from the Treasury to the Navy Department, and we beg leave, respectfully, to report as follows:

The undersigned have considered the three points of the resolution and are of opinion—

(1) That the transfer is of very doubtful expediency, because if transferred to the Navy difficulties might arise in arranging a joint jurisdiction. The service necessarily would be under naval laws and regulations, but for all revenue purposes controlled by the Treasury Department for the proper protection of the customs.

(2) Should a transfer be made and the present revenue system be abolished, the vessels would be placed under the command of naval officers and subject to the laws and rules which govern the Navy. If, however, the revenue officers be retained, the subject of assimilating rank in the two services would be an embarrassing one, and, indeed, it would be almost impossible to arrange this delicate question, as the grades and rank are dissimilar and might operate unjustly and oppressively to the officers of one or the other branch of the service.

(3) The revenue vessels are of small size, say from 80 to 180 tons, mounting only guns of light caliber, and it can not be expected, therefore, that they can render very efficient service in coast or harbor defense, yet we are of opinion that if these vessels were manned, furnished, equipped, and governed by naval officers they would be rendered more effective for coast defense than as now constituted. And

we are further of opinion that the element of steam is indispensible to the greater efficiency of revenue vessels on the seacoast.

Very respectfully,

JOSEPH SMITH,
Chief of Bureau of Yards and Docks.
D. N. INGRAHAM,
Chief of Bureau of Ordnance and Hydrography.

The SECRETARY OF THE NAVY.

December 4, 1860, in his annual report for 1860, the Secretary of the Treasury, Mr. Howell Cobb, invites attention to his report of January 15, 1859, submitting a bill for the revision and consolidation of the revenue laws, and continues:

With the exception of the *Harriet Lane*, there are none but sail vessels employed in the Revenue Service. * * *

I have before represented to Congress that this service could be transferred to the Navy Department, with benefit to the public service, and I think so still. If this should not be done * * * steam vessels should be substituted for the sail vessels now used. * * *

In 1882 and 1883, Hon. William E. Chandler, Secretary of the Navy, in his annual reports for those years urged in the strongest way that the Revenue-Cutter Service, as well as certain other services having to do with maritime affairs, be transferred to his department.

Following are extracts from his reports for 1882 and 1883 bearing on this subject:

[Extract from report of Secretary Chandler for 1882.]

THE REVENUE-MARINE AND LIFE-SAVING SERVICES.

The Revenue-Cutter Service affords a proper field for the employment of naval officers. The duty is directly in the line of their profession. They are fitted for it both by training and experience, and if they could be so employed without detriment to the interests of the existing corps of officers, a great and permanent benefit to the Government and to the Navy would result.

The service of the cruising cutters is strictly naval. The duties of the officers are not distinguishable in kind from those of naval officers. The discipline is naval, as far as naval discipline can be carried on outside the Navy Department.

The cruising cutters carry an armament of from one to four guns. The crew are armed with small arms. The broadside guns are furnished by the Navy Department. In time of war these vessels have always been pressed into the naval service.

The experience acquired by junior naval officers, if employed in the cutter service, in cruising on our coast, and in assisting vessels in distress, would be of direct benefit in their profession and to the country in case of war. They would acquire a familiarity with the coast and a knowledge of local pilotage that could not otherwise be obtained. They would have practice in the handling of small vessels under difficult circumstances. Employed at first in the lowest rank, they would readily acquire whatever might be new or peculiar in this branch of the service.

Two training schools are maintained to do the work of one. The Naval Academy at Annapolis is supplied with a full corps of instructors and every appliance for the training at all times of 335 naval cadets. At the same time, another school is maintained at New Bedford for the training of Revenue-Marine cadets, covering the same ground, only in a limited degree, and with imperfect appliances. The Revenue-Marine cadets receive $900 a year during their service at the school. Recent legislation has provided that only a part of each graduating class at Annapolis shall enter the Navy, while the remainder shall be given a year's pay and remanded to private life. All these young men, upon whom the Government has bestowed a gratuitous education, are well fitted for their profession, from which they are thus excluded; and by opening the cruising cutter service to these graduates of the Naval Academy the Government will save at a single stroke the whole cost of a duplicate establishment.

In order to harmonize all the interests involved in connecting naval officers with the Revenue-Cutter Service, the administration of the two services should be combined under the Navy Department. The cruising cutters should be transferred to the Navy Department; but they should be assigned to duty in the various districts,

as at present, upon the requisition of the Secretary of the Treasury, and their movements may be directed for the time being by the collectors of customs. The present Revenue-Marine officers should become a corps in the Navy, receiving life commissions as naval officers, with all the rights and privileges that belong to such commissions, while the vacancies gradually made at the foot of the list should be supplied by the detail of junior officers of the Navy of corresponding grade for service on board the cutters. It is not proposed to remove the present officers of the Revenue Marine, or to take away or abridge, in the slightest degree, their privileges or emoluments. On the contrary, they would retain all that they now enjoy, and, without reexamination or a new test of any kind, would receive in addition the benefits of a permanent naval commission. Vacancies in the upper grades should continue to be filled by promotion in the corps, and naval officers should only be detailed as vacancies are made at the bottom of the list. The duties of the Revenue-Marine officers would remain the same as they now are; and it should be particularly provided, in any change that might be made, that their position should in no way be altered, except by giving all, including the engineers, the same permanency of tenure now enjoyed only by naval officers, and the same right of being placed upon the retired list of the Navy in case of extreme age or disability—changes in every respect advantageous.

If it is not the policy of the Government to make appropriations for sufficient ships of war to give adequate occupations to all our naval officers, it should certainly make use of them in every branch of the public service for which they are fitted. A highly trained corps of officers, such as modern naval warfare demands, can not be created in a day. If the personnel of the Navy is to be kept at its present standard of quality and numbers, it must be utilized in every form of government employment for which it is adapted. In this view it hardly admits of question that the Revenue Marine should be joined with the Navy. No disturbance of vested interests would be caused by the transfer; on the contrary, every provision would be made to guard against such a disturbance. But a new field would be opened for the services of officers already at the disposal of the Government which by their training they are in every way qualified to occupy.

[Extract from report of Secretary Chandler for 1883.]

THE REVENUE MARINE AND THE LIFE-SAVING SERVICE.

The duties of the Revenue Marine, as officially defined, consist in cruising for the prevention of illicit trade, and for the enforcement of certain laws applicable to shipping, particularly those requiring the registry, enrollment, and license of vessels, compelling life-saving appliances to be kept therein, the name and hailing port to be affixed, and lights to be exhibited; prohibiting the overloading of passengers, assessing the marine-hospital tax, and aiding in the quarantine service of the States. The cutters further assist in enforcing the neutrality laws, and those for the suppression of piracy, and for the protection of the timber reserves. They are also called upon to prevent unlawful traffic in rum and firearms in Alaska; to protect the seal fisheries, to suppress mutinies and extinguish fires on board merchant vessels, and to carry out the laws in aid of distressed seamen.

Several of these duties, such as the enforcement of the neutrality laws, the suppression of piracy, of mutinies on board merchant vessels, and the like, the ships of the Navy are now charged with and actually perform in common with revenue vessels. Of the rest, there is not one that is foreign to the general purpose and scope of the naval officer's profession. The only duty connected directly with the customs is that of the seizure of smugglers—a duty which is precisely similar to the naval officer's duty of searching and seizing during war vessels engaged in contraband trade. It requires a knowledge of the statutes relating to the subject, a knowledge not very difficult to acquire, but beyond this nothing that is outside of a naval officer's necessary training. The duties of both services are identical in their general nature, only they operate in different localities. Both cruise to protect the maritime interests of the Government, and to render assistance to American vessels—the one on the coast, the other, in addition, at sea and in foreign waters. One polices the shore, the other the ocean. In war both engage in naval operations.

The practical identity in the character of the naval and the Revenue-Marine Service lies in the fact that they are both nautical and both military. That the Revenue Marine is a nautical service requires no proof. It is nothing if not nautical. That it is a military service was officially asserted by the Treasury Department in the report on the service for 1881, in these words:

"The Revenue Marine, while charged by law with the performance of important civil duties, is essentially military in its character. Each vessel is provided with

great guns, and furnished with as full a complement of small arms for its crew as any ship of war. Its officers are required to be proficient in military drill, and possess a thorough knowledge of the uses of both great and small arms. Its crews are required to be instructed from day to day at the great guns and in the use of the carbine, pistol, and cutlass. Commanding officers are required, while boarding vessels arriving in ports of the United States, in case of the failure or refusal of any such vessel, on being hailed, to come to, and submit to the proper inspection by an officer of the service, to fire, first across her bows as a warning, and in case of persistent refusal, to resort to shot or shell to compel obedience. In the performance of this work, they are likely at any time to receive injuries, and be subjected to the same dangers in time of peace as the force employed on naval vessels.

"By the act of March 2, 1779, it is provided that 'the revenue cutters shall, whenever the President so directs, cooperate with the Navy.' It will be observed that the cooperation of the two services prescribed in the act above quoted is not contingent upon a state of war or other particular perilous conditions. On the contrary, it may take place in time of peace and for pacific purposes, and when less hazard is involved to the two services than pertains to the discharge by a revenue vessel of its ordinary duties. * * * It is difficult to conceive that discrimination could be made by the law between services subjected to equally hazardous and equally important military duties, both in time of peace and in time of war. * * * Objection to granting pensions for the Revenue-Marine officers and seamen has been made on the ground that such action would be extending this bounty to civil employees of the Government, a policy to which our legislative traditions, so to speak, are opposed. But if in legal theory they are civil employees, are they so in fact? Are they less positively a part of our military force in time of war than the Army or Navy? It is true revenue vessels are not to be ordered into action on purely military service, offensive or defensive, except the President so direct; neither are vessels of the Navy."

The above clear and precise statement, showing that the so-called Revenue Marine is simply a coast navy, is without doubt correct and just.

It is because it forms a part of Government work in which officers and seamen are employed to navigate Government vessels at sea, from port to port, that it may fitly become a part of the Naval Establishment. If the present system of military instruction is so defective that the officers of the Revenue Navy are not made naval officers, it would seem that some other system should be adopted to that end, seeing that they are "subjected to equally important and equally hazardous military duties, both in time of peace and in time of war," and that they are no less positively "a part of our military force in time of war than the Army or Navy." If, on the other hand, naval officers now have too little practice in coast navigation, a method should be devised of giving them such practice at once, for there is nothing more essential than this to success in the operations of modern warfare.

The plan proposed with these objects in view included the transfer to the Navy Department of the cruising cutters, their officers and seamen.

Mr. Chandler's recommendation was based in part at least upon a paper, which, upon his order, was prepared by Mr. George H. Peters, under the title of "The Revenue-Marine Service," which was published in his annual report for 1882. Following is a copy of this paper:

1. LEGISLATIVE HISTORY.

The necessity for a Revenue-Marine Service was early recognized.

At the second session of the First Congress, in an act providing "more effectually for the collection of the duties on imports" (Aug. 4, 1790), the following provision was adopted:

"That the President of the United States be empowered to cause to be built and equipped so many boats and cutters, not exceeding ten, as may be necessary to be employed for the protection of the revenue, the expense whereof shall not exceed ten thousand dollars, which shall be paid out of the product of the duties on goods, wares, and merchandise imported into the United States, and on the tonnage of ships or vessels." [1]

The next section provided that there should be to each of the said boats or cutters one master and not more than three mates—first, second, and third—four mariners, and two boys, and provided for their compensation and subsistence. Section 64 of the same act provided that the officers of the said boats or cutters should be appointed by the President of the United States, and should be deemed officers of the customs, and it prescribed the power and authority of said officers.

[1] Stat. L., ch. xxxv, sec. 62, vol. 1, p. 175.

The expense of constructing new revenue cutters, authorized by Congress from time to time, was defrayed in the manner prescribed in section 62 of this act until March 3, 1845.

The provisions of section 64 of the above act were reenacted, with additions, in section 99 of the act of March 2, 1799.[1]

That these small vessels might be very usefully employed in the public service in various ways, in addition to their duties as revenue vessels, soon became apparent. The first recognition of this by Congress is found in a joint resolution approved March 20, 1794, which authorized the President to employ as dispatch boats such of the revenue cutters of the United States as the public exigencies might require.

The act of May 6, 1796,[2] again increased the compensation of officers and crews of revenue cutters, and provided that one-half of the penalties, fines, and forfeitures resulting from information given by any officer of a revenue cutter should go to the officers of such cutter. The same act authorized the President to cause such vessels as became unfit for service to be sold, and to cause others to be built or purchased in their place.

The provisions of this act, which authorized the sale of inefficient vessels and their replacement by new ones, were reenacted in section 100 of the act of March 2, 1799.[3] This policy is well worthy of consideration; to it is due, in a great degree, the efficient public service afterwards performed by these vessels.

Our troubled foreign relations, particularly with France, caused the passage of the act of July 1, 1797, providing a naval armament, in the twelfth section of which authority was given to the President[4] to increase the strength of the several revenue cutters, so that the number of men employed did not exceed 30 marines and seamen to each cutter; "and cause the said revenue cutters to be employed to defend the seacoast and to repel any hostility to their vessels and commerce within their jurisdiction, having due regard to the duty of the said cutters in the protection of revenue."

An act of June 22, 1798, amended the foregoing by authorizing the President to increase the strength of any revenue cutter, for the purpose of defense against hostilities near the seacoast, by employing on board the same not exceeding 70 marines and seamen.

The few but judicious enactments heretofore mentioned had thus placed in the public service a number of just such vessels as were then necessary for special service in our naval squadrons as tenders and dispatch boats. The functions of the executive departments of the Government were more elastic than now, not having become fixed by many years of routine and precedent, and the President was able to give his personal attention more fully to details; and a special limited transfer of authority from one department to another in time of war could be more easily effected than at present. The efficiency and value of the revenue cutters for naval purposes was apparent, and accordingly, by section 3 of "An act for the augmentation of the Navy," approved February 25, 1799,[5] the President was authorized:

"To place on the naval establishment, and employ accordingly, all or any of the vessels which as revenue cutters have been increased in force and employed in the defense of the seacoast; * * * and thereupon the officers and crews of such vessels may be allowed, at the discretion of the President of the United States, the pay, subsistence, advantages, and compensations, proportionably to the rates of such vessels, and shall be governed by the rules and discipline which are or which shall be established for the Navy of the United States."

Certain civil duties which still remain in force were given the revenue cutters by the act approved the same day as the preceding, February 25, 1799. This act authorizes and requires the masters of revenue cutters, as well as certain other officers of the United States, to aid in the execution of quarantine and health laws as they may be directed, from time to time, by the Secretary of the Treasury.

The act of March 2, 1799, entitled "An act to regulate the collection of duties on imports and tonnage,"[6] passed at the third session of the Fifth Congress, repealed preceding acts relating to the same subject, and contained, in sections 97, 98, 99, 100, and 102,[7] more specific and detailed legislation relative to the Revenue-Cutter Service than had been before adopted. As much of this legislation still remains in force, these sections are transcribed:

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[1] An act supplementary to the first mentioned (Mar. 2, 1793, Stat. L., session II, chap. xxiv, v. 1, p. 336) provided, in section 7, that the President might increase the complement of mariners to the cutters. This act also increased the compensation of officers and mariners and authorized the Secretary of the Treasury to contract for the supply of rations.

[2] Stat. L., ch. xxii, vol. 1, p. 462.

[3] Ibid., p. 700.

[4] Ibid., p. 525.

[5] Ibid., p. 621.

[6] Stat. L., vol. 1, p. 627.

[7] Ibid., pp. 699, 700.

"Sec. 97. *And be it further enacted,* That the President of the United States be empowered, for the better securing the collection of the duties imposed on goods, wares, and merchandise imported into the United States, and on the tonnage of ships or vessels, to cause to be built and equipped so many revenue cutters, not exceeding ten, as may be necessary to be employed for the protection of the revenue, the expense whereof shall be paid out of the products of the duties on goods, wares, and merchandise imported into the United States, and on the tonnage of ships or vessels.

"Sec. 98. *And be it further enacted,* That there shall be to each of the said revenue cutters one captain or master, and not more than three lieutenants or mates, first, second, and third, and not more than seventy men, including noncommissioned officers, gunners, and mariners. And the Secretary of the Treasury is hereby authorized to cause contracts to be made for the supply of rations for the officers and men of the said revenue cutters: *Provided,* That the said revenue cutters shall, whenever the President of the United States shall so direct, cooperate with the Navy of the United States, during which time they shall be under the direction of the Secretary of the Navy, and the expenses thereof shall be defrayed by the agents of the Navy Department.

"Sec. 99. *And be it further enacted,* That the officers of the said revenue cutters shall be appointed by the President of the United States, and shall respectively be deemed officers of the customs, and shall be subject to the direction of such collectors of the revenue, or other officers thereof, as from time to time shall be designated for that purpose; they shall have power and authority, and are hereby required and directed, to go on board all ships or vessels which shall arrive within the United States or within four leagues of the coast thereof, if bound for the United States, and to search and examine the same, and every part thereof, and to demand, receive, and certify the manifests hereinbefore required to be on board certain ships or vessels, and to affix and put proper fastenings on the hatches and other communications with the hold of any ship or vessel, and to remain on board the said ships and vessels until they arrive at the port or place of their destination. It shall likewise be the duty of the master or other person having at any time the command of any of the said revenue cutters to make a weekly return to the collector, or other officer of the district under whose direction they are placed, of the transactions of the cutter under their command, specifying therein the vessels that have been boarded, their names and descriptions, the names of the masters, and from what port or place they last sailed, whether laden or in ballast, whether ships or vessels of the United States, or to what other nation belonging, and whether they have the necessary manifest or manifests of their cargoes on board, and generally all such matters as it may be necessary for the collectors or other officers of the customs to be made acquainted with; and the officers of the said cutters shall likewise execute and perform such other duties for the collection and security of the revenue as from time to time shall be enjoined and directed by the Secretary of the Treasury not contrary to law and the provisions hereinbefore contained.

"Sec. 100. *And be it further enacted,* That the President be, and he is hereby, authorized to cause other revenue cutters to be built or purchased in lieu of such as are or shall from time to time become unfit for further service, and to cause such as are so become unfit for further service to be sold at public auction, and the proceeds of such sales to be paid into the Treasury of the United States. And the expense of purchasing other cutters as aforesaid, as well as all future expenses of building, purchasing, or repairing revenue cutters, shall be paid out of the product of the duties on goods, wares, or merchandise imported into the United States, and on the tonnage of ships or vessels.

"Sec. 102. *And be it further enacted,* That the cutters and boats employed in the service of the revenue shall be distinguished from other vessels by an ensign and pendant, with such marks thereon as shall be prescribed and directed by the President of the United States; and in case any ship or vessel liable to seizure or examination shall not bring to on being required or being chased by any cutter or boat having displayed the pendant and ensign prescribed for vessels in the revenue service, it shall be lawful for the captain, master, or other person having command of such cutter or boat to fire at or into such vessel which shall not bring to after such pendant and ensign shall be hoisted and a gun shall have been fired by such cutter or boat as a signal; and such captain, master, or other person as aforesaid, and all persons acting by or under his direction, shall be indemnified from any penalties or actions for damages for so doing; and if any persons shall be killed or wounded by such firing, and the captain, master, or other person aforesaid shall be prosecuted or arrested therefor, such captain, master, or other person shall be forthwith admitted to bail. And if any ship, vessel, or boat not employed in the service of the revenue shall, within the jurisdiction of the United States, carry or hoist any pendant or ensign prescribed for vessels in the service afore-

said, the master or commander of the ship or vessel so offending shall forfeit and pay one hundred dollars."

Duties in connection with the suppression of the slave trade arose under the act of May 10, 1800,[1] which forbids citizens of the United States to have any interest in vessels engaged in the slave trade, or to serve on board such vessels, and authorizes the seizure of vessels violating said act by "any of the commissioned vessels of the United States."

An act of March 22, 1794,[2] had already prohibited the building or fitting out of any vessel in the United States to engage in the slave trade.

More than a decade of years now passed by without any legislation relative to the Revenue Marine, except that the act of March 2, 1807, contained further provisions relative to the use of the public armed vessels in the suppression of the slave trade,[3] and that by an act of January 6, 1809,[4] the President was authorized to procure 12 additional revenue cutters.

The services of the officers and crews of the revenue cutters, whilst cooperating with the Navy in the public defense, had been such as to merit recognition and reward from the Government, and an act was approved April 18, 1814,[5] which provided—

"That the officers and seamen of the revenue cutters of the United States, who have been or may be wounded or disabled in the discharge of their duty whilst cooperating with the Navy by order of the President of the United States, shall be entitled to be placed on the Navy pension list, at the same rate of pension and under the same regulations and restrictions as are now provided by law for the officers and seamen of the Navy."

This is to-day the only general provision of law authorizing the payment of pensions in the Revenue-Marine Service.

Again, a long term of years elapsed during which no legislation was adopted with reference to the Revenue-Marine Service. During this period several acts were passed, however, incidentally prescribing new duties for the revenue cutters, to which brief reference will be made. They are the following:

The act of March 1, 1817,[6] relative to the public timber reservations, section 3 provides that any vessel unlawfully taking on board timber from the public lands shall be wholly forfeited.

The neutrality law, enacted April 20, 1818.[7]

The act of March 3, 1819,[8] authorizing the President to employ the public armed vessels to protect merchant vessels from piratical aggressions, and the act of May 15, 1820,[9] continuing the same provisions in force, and further defining piracy. Both these soon expired by limitation.

The act of March 3, 1825,[10] providing for the forfeiture of any vessel engaged in carrying to a foreign port any property taken from wrecks on the coast of Florida, and providing that such property shall be brought to a port of entry of the United States.

The act of March 2, 1833,[11] section 3 of which provides for the preventing by officers of the customs of depredations on the live-oak timber growing on the public lands of the United States.

An act was approved December 22, 1837,[12] under which it has been customary to assign a most important duty to certain revenue cutters. This act provides—

"That the President of the United States be, and hereby is, authorized to cause any suitable number of public vessels, adapted to the purpose, to cruise upon the coast, in the severe portion of the season, when the public service will allow of it, and to afford such aid to distressed navigators as their circumstances and necessities may require; and such public vessels shall go to sea prepared fully to render such assistance."

After the passage of the foregoing act several naval vessels were ordered on this service with eight of the cutters, but the men-of-war proved to be too large and unwieldy for the coast service and were soon withdrawn.

Certain defects in the mode of defraying the expenses of constructing or procuring revenue cutters, which had been in force since 1790, led to the passage of "An act relating to revenue cutters and steamers," over the President's veto, March 3, 1845.[13] It provides—

"That no revenue cutter or revenue steamer shall hereafter be built (except such as are now in the course of building and equipment) nor purchased, unless an appropriation be first made by law therefor."

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[1] Stat. L., ch. 51, vol. 2, pp. 70, 71.
[2] Ibid., ch. 11, vol. 1, pp. 347, 348.
[3] Ibid., ch. 22, sec. 7, vol. 2, p. 428.
[4] Ibid., ch., 0, vol. 2, p. 506.
[5] Ibid., vol. 2, p. 127.
[6] Ibid., ch. 22, vol. 3, p. 347.
[7] Ibid., ch. 88, vol. 3, pp. 447, 448.
[8] Ibid., ch. 77, vol. 3, pp. 510, 511.
[9] Ibid., ch. 113, vol. 3, pp. 600, 601.
[10] Ibid., ch. 107, vol. 4, pp. 132, 133.
[11] Ibid., ch. 67, vol. 4, p. 647.
[12] Ibid., vol. 5, p. 208.
[13] Ibid., vol. 5, p. 795.

Since 1874 the officers of the revenue cutters have not been entitled to any share of fines, penalties, or forfeitures resulting from information given by any of them. An act of June 22, 1874,[1] repealed all provisions of law which had authorized such disposition of any part of fines, etc., but provided for the payment of rewards in certain cases, at the discretion of the Secretary of the Treasury, out of a special appropriation for that purpose.

In 1876 the number in the lowest grade of commissioned officers in the Navy had not reached the limit fixed by law, but the number of cadets annually graduating from the Naval Academy was more than sufficient to supply the waste of the service. Notwithstanding this fact Congress authorized in an appropriation act what was the beginning of another and independent training system to provide officers for work similar to that for which the Naval Academy afforded thorough preparation.

In the appropriation act of July 31, 1876, after the regular annual appropriation for the Revenue-Cutter Service, the following occurs:

"*Provided*, That hereafter, upon the occurring of a vacancy in the grade of third lieutenant in the Revenue-Marine Service, the Secretary of the Treasury may appoint a cadet not less than eighteen nor more than twenty-five years of age, with rank next below that of third lieutenant, whose pay shall be three-fourths that of a third lieutenant, and who shall not be appointed to a higher grade until he shall have served a satisfactory probationary term of two years and passed the examination required by the regulations of said service, and upon the promotion of such cadet another may be appointed in his stead; but the whole number of third lieutenants and cadets shall at no time exceed the number of third lieutenants now authorized by law."[2]

Under this act the Government obtained two classes of cadets undergoing a separate training for what is in reality one profession.

The detail of officers of the Revenue Marine for the performance of certain duties in connection with the Life-Saving Service was authorized by an act fully organizing the latter, approved June 18, 1878. This act provides:

"That the Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service as may be necessary to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent."[3]

An appropriation act of June 20, 1878, appropriated $25,000 to enable the Secretary of the Treasury to use and maintain a revenue steamer or steamers for the enforcement of the provisions of law and protection of the interests of the Government on the seal islands and sea-otter hunting grounds and of Alaska generally and provides that when said revenue vessel or vessels are sent the United States mail shall be carried therein.[4] A similar appropriation has been made annually since that time. Thus important naval police duties devolve upon certain officers of the Revenue-Cutter Service.

Recognition of certain war service of the officers and men of the Revenue Marine was given in an act of February 19, 1879, which provided for the payment of three months' extra pay to the officers and men of the Navy, the Revenue-Marine Service, and the Army employed in the Mexican War.[5]

Recent acts which incidentally affect the routine duties of the Revenue-Marine Service are the act of May 6, 1882, suspending the immigration of Chinese laborers, and the passenger act approved August 2, 1882.

With a view of affording information concerning the cost of maintaining this service and information relating to vessels now building, it may be stated that an appropriation act of August 7, 1882, appropriates $875,000 for expenses of the Revenue-Cutter Service for the fiscal year ending June 30, 1883.

The same act contains in addition the annual provision relative to maintaining revenue cutters in Alaska waters, appropriating therefor $25,000.

This act also appropriates for one steamer for duty on the southern coast, or for rebuilding the *Commodore Perry* with iron hull, as the Secretary of the Treasury shall determine, $75,000. Under this provision the *Commodore Perry* is now rebuilding with iron hull.

An act of August 7, 1882, also appropriates for the construction of two steam launches for service in Mobile Harbor, Ala., and Galveston Harbor, Tex., the sum of $16,000.

NOTE.—In the foregoing, reference has not been made, as a rule, to the collection acts which incidentally regulate and define certain rights, powers, and duties of customs officers, unless such acts had some important bearing on the growth and development of the Revenue-Marine Service.

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[1] Stat. L., ch. 391, vol. 18, p. 186.
[2] Ibid., ch. 246, vol. 19, p. 107.
[3] Ibid., ch. 265, sec. 8, vol. 20, p. 164.
[4] Ibid., ch. 359, vol. 20, p. 212.
[5] Ibid., ch. 90, vol. 20, p. 316.

Section 2 prescribed the number of officers, but closed with a proviso, which, taken in conjunction with the final section (6), left the whole matter of the number and detail of officers in the hands of the Secretary of the Treasury.

Section 3 empowered the Secretary of the Treasury to direct the performance of any service by the revenue vessels which might in his judgment be necessary for the protection of the revenue.

Section 4 authorized the Secretary of the Treasury to dispose of unsuitable vessels and to substitute others, provided that no expenditure should be incurred beyond the specific appropriation therefor.

Section 5 provided for the transfer of the steamer *Harriet Lane* to the Navy.

Section 6 provided for the appointment of additional engineers when necessary.

An act was approved August 5, 1861,[1] under which certain duties of a military nature might be assigned to revenue cutters. This act provides that vessels intended for piratical aggressions may be seized at sea or in port, and authorizes the President to employ the public armed vessels for this service.

An act of February 4, 1863, in relation to the commissioned officers of the Revenue-Cutter Service, is still in force.[2] It provides that the commissioned officers of the service shall be appointed by the President, by and with the advice and consent of the Senate.

Section 2 provides that the grades of engineers shall be chief engineers, first and second assistant engineers, with the pay and relative rank of first, second, and third lieutenants, respectively.

Section 3 provides that the wages of petty officers and crews shall not exceed the average wages paid for like services on the Atlantic and Pacific coasts, respectively, in the merchant service.

Section 4 provides that the officers of the Revenue-Cutter Service, when serving in accordance with law, as part of the Navy, shall be entitled to relative rank as follows: Captains, with and next after lieutenants commanding in the Navy; first lieutenants, with and next after lieutenants in the Navy; second lieutenants, with and next after masters in line in the Navy; third lieutenants with and next after passed midshipmen in the Navy; provided that no change of rank by this act shall increase the pay of any officer.

The concluding section shows that the naval service of the revenue cutters had been such as to make it necessary to define the relative rank of their officers while associated with officers of the Navy. In the Revised Statutes, the wording of the act is changed so that third lieutenants rank with and next after ensigns in the Navy.[3]

An act of April 20, 1866,[4] authorized the Secretary of the Treasury to sell any revenue cutters ill adapted to the service and to expend the proceeds of such sales in procuring other vessels.

An act approved February 28, 1867,[5] fixed the pay of the officers of the Revenue-Cutter Service.

An act of March 2, 1867, provided that where any fine, penalty, or forfeiture incurred by virtue of the laws relating to customs should be recovered in consequence of any information given by an officer of a revenue cutter, one-half of the proceeds, after the legal deductions had been made, should go to the officers of such revenue cutter to be divided among them in proportion to their pay.[6]

The payment of any share of fines, penalties, or forfeitures under the customs-revenue laws to any informer or to any officer of the United States was abolished in 1874, as stated fully below.

The act of July 20, 1868, making appropriations for sundry civil expenses, made detailed and specific appropriations for the Revenue-Cutter Service, with the provision that thereafter no expenses of the service should be paid out of any other fund than that therein specified. It also directed the Secretary of the Treasury to lay up every revenue cutter of the Atlantic coast, bays, and gulfs not actually required for constant service.[7]

Revenue cutters on the Great Lakes are specially charged with aiding vessels in distress by a provision of an act of July 15, 1870.[8]

An appropriation act of June 10, 1872, contains the provision "That all life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury and to be under his direction."[9]

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[1] Stat. L., vol. 12, pp. 314, 315.
[2] Ibid., ch. 20, vol. 12, pp. 639, 640.
[3] Revised Statutes, sec. 1492.
[4] Stat. L., ch. 63, sec. 2, vol. 14, p. 40.
[5] Ibid., ch. 101, vol. 14, p. 416.
[6] Ibid., ch. 188, vol. 14, pp. 546, 547.
[7] Ibid., ch. 177, vol. 15, pp. 113, 114.
[8] Ibid., ch. 292, sec. 3, vol. 16, p. 309.
[9] Ibid., ch. 415, vol. 17, p. 347.

Since 1874 the officers of the revenue cutters have not been entitled to any share of fines, penalties, or forfeitures resulting from information given by any of them. An act of June 22, 1874,[1] repealed all provisions of law which had authorized such disposition of any part of fines, etc., but provided for the payment of rewards in certain cases, at the discretion of the Secretary of the Treasury, out of a special appropriation for that purpose.

In 1876 the number in the lowest grade of commissioned officers in the Navy had not reached the limit fixed by law, but the number of cadets annually graduating from the Naval Academy was more than sufficient to supply the waste of the service. Notwithstanding this fact Congress authorized in an appropriation act what was the beginning of another and independent training system to provide officers for work similar to that for which the Naval Academy afforded thorough preparation.

In the appropriation act of July 31, 1876, after the regular annual appropriation for the Revenue-Cutter Service, the following occurs:

"*Provided*, That hereafter, upon the occurring of a vacancy in the grade of third lieutenant in the Revenue-Marine Service, the Secretary of the Treasury may appoint a cadet not less than eighteen nor more than twenty-five years of age, with rank next below that of third lieutenant, whose pay shall be three-fourths that of a third lieutenant, and who shall not be appointed to a higher grade until he shall have served a satisfactory probationary term of two years and passed the examination required by the regulations of said service, and upon the promotion of such cadet another may be appointed in his stead; but the whole number of third lieutenants and cadets shall at no time exceed the number of third lieutenants now authorized by law."[2]

Under this act the Government obtained two classes of cadets undergoing a separate training for what is in reality one profession.

The detail of officers of the Revenue Marine for the performance of certain duties in connection with the Life-Saving Service was authorized by an act fully organizing the latter, approved June 18, 1878. This act provides:

"That the Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service as may be necessary to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent."[3]

An appropriation act of June 20, 1878, appropriated $25,000 to enable the Secretary of the Treasury to use and maintain a revenue steamer or steamers for the enforcement of the provisions of law and protection of the interests of the Government on the seal islands and sea-otter hunting grounds and of Alaska generally and provides that when said revenue vessel or vessels are sent the United States mail shall be carried therein.[4] A similar appropriation has been made annually since that time. Thus important naval police duties devolve upon certain officers of the Revenue-Cutter Service.

Recognition of certain war service of the officers and men of the Revenue Marine was given in an act of February 19, 1879, which provided for the payment of three months' extra pay to the officers and men of the Navy, the Revenue-Marine Service, and the Army employed in the Mexican War.[5]

Recent acts which incidentally affect the routine duties of the Revenue-Marine Service are the act of May 6, 1882, suspending the immigration of Chinese laborers, and the passenger act approved August 2, 1882.

With a view of affording information concerning the cost of maintaining this service and information relating to vessels now building, it may be stated that an appropriation act of August 7, 1882, appropriates $875,000 for expenses of the Revenue-Cutter Service for the fiscal year ending June 30, 1883.

The same act contains in addition the annual provision relative to maintaining revenue cutters in Alaska waters, appropriating therefor $25,000.

This act also appropriates for one steamer for duty on the southern coast, or for rebuilding the *Commodore Perry* with iron hull, as the Secretary of the Treasury shall determine, $75,000. Under this provision the *Commodore Perry* is now rebuilding with iron hull.

An act of August 7, 1882, also appropriates for the construction of two steam launches for service in Mobile Harbor, Ala., and Galveston Harbor, Tex., the sum of $16,000.

NOTE.—In the foregoing, reference has not been made, as a rule, to the collection acts which incidentally regulate and define certain rights, powers, and duties of customs officers, unless such acts had some important bearing on the growth and development of the Revenue-Marine Service.

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[1] Stat. L., ch. 391, vol. 18, p. 186.
[2] Ibid., ch. 246, vol. 19, p. 107.
[3] Ibid., ch. 265, sec. 8, vol. 20, p. 164.
[4] Ibid., ch. 359, vol. 20, p. 212.
[5] Ibid., ch. 90, vol. 20, p. 316.

2. ADMINISTRATIVE HISTORY.

As may be seen by reviewing the legislation relating to the development of the Revenue-Marine Service, the President was authorized to institute the service, and was directly charged in the earlier acts of Congress with various duties in connection therewith.

But the Revenue-Cutter Service required a more detailed supervision than the President could give it. The officers of the cutters were officers of the customs, and there was no special department solely charged with the administrative control of maritime affairs until the organization of the Navy Department in 1798, while the Revenue-Cutter Service was authorized as early as 1790. Thus the service came under the control of the Treasury Department, and has so continued until the present time.

In 1868 or 1869 a Revenue-Marine and Steamboat-Inspection Division was constituted in the office of the Secretary of the Treasury. Afterwards the Revenue-Marine Division was formed as a separate division, and this plan still continues in force.

A subject which should be mentioned in speaking of the administrative history of this service is the movement, which took practical shape in 1869, having for its object the effecting of certain reforms and a reorganization of the service in the interests of economy and efficiency.

Owing to the employment, through the exigencies of war, of vessels not adapted to the service, and to the absence of adequate examinations as tests of the professional, mental, and moral fitness of the officers, the efficiency of the Revenue-Marine Service was impaired and its cost rendered greater than was necessary. To partially remedy this state of affairs, a commission was appointed in the summer of 1869 for the general and professional examination of all the officers employed, and upon its report 39 officers were discharged, and those who were approved were assigned to duty and given rank according to their merits. Since that time all officers appointed or promoted to fill vacancies have first demonstrated their fitness for the position in an examination. In cases of promotion these examinations have generally been competitive. Examining boards have been appointed from time to time, at irregular intervals varying from a year to a year and a half, for the examination of several officers at the head of each grade. The names of the officers examined have been arranged in order of merit, as determined by the examination, and promotions made in accordance therewith. The passing of such examinations has not carried with it the assurance of speedy promotion, as other boards have sometimes been appointed before the list of names arranged by the preceding one was exhausted, and those not yet promoted have been required to appear, being placed on the same status as those not previously examined.

December 16, 1869, another commission was appointed to—

"Consider and report upon the character of vessels best adapted for the Revenue-Marine Service, together with such views and conclusions upon other matters as might appear calculated to advance the interests of the service."

The report of this special commission mentioned some of the duties of the revenue cutters, and, keeping in view these duties, three classes of steamers and a certain number of schooners were recommended, the size of the vessels recommended for particular stations being based principally upon their having the least amount of tonnage consistent with the efficient performance of all their duties.

The report made specific recommendations with reference to the number of vessels, their stations and headquarters, and the particular class of vessel desirable for every station on the Atlantic and Gulf coasts, the Pacific coast, and on the Lakes. Suggestions were also made relating to the construction, rig, and machinery of the vessels proposed.

The condition of the vessels in service under the system then in operation was considered, and the expenses of that system were compared with those of the proposed plan. The necessity for immediate reorganization in the interest of economy was urged, and the sale of old vessels and substitution of the new ones was advocated.

A prospective reduction of the personnel was recommended and also a reduction in the wages of crews. A schedule of wages proposed was appended, which also gave the complement for the new vessels of each class.

The regular employment of pilots was deprecated, and estimates were submitted showing the probable annual expenditure necessary if the proposed plan were adopted and illustrating the saving that might be effected.

In conclusion the report stated that—

"In order to secure the successful operation of this system, or any other looking to the promotion of the public interests, it is essentially important that the service should be conducted under stringent regulations, from which the highest authority alone can authorize any departure."

The recommendations of this special commission, in so far as they relate to vessels, have been steadily kept in view during the past 12 years and followed so far as practicable, and whatever degree of efficiency the Revenue-Marine Service may have to-day is largely due to a steady adherence to the plan of disposing of such vessels as are not adapted to present needs and substituting others more in accordance with the requirements of the day.

When the Revenue-Cutter Service was first authorized, at the second session of the First Congress, the employment of the revenue cutters against a public enemy was probably not contemplated. As has been seen, the general control of the revenue cutters fell to the Treasury Department, but early provision was made for the cooperation of the revenue cutters with the Navy upon the order of the President. In accordance therewith, revenue cutters have been employed in every war in which the country has been involved, and while so cooperating with the Navy their administrative control has been vested in the Navy Department. A brief statement follows of the naval war service performed by the revenue cutters:

Eight revenue vessels were employed in the French War, viz, two brigs, five schooners, and one sloop. Each carried from 10 to 14 guns, and they were employed in our different naval squadrons in the West Indies, doing efficient service until the close of the war in 1801. They made a number of captures, two of them in particular being each credited with four in the years 1799 and 1800. These captures were mostly letters of marque carrying from 2 to 12 guns, fitted out to prey on our commerce. The valuable service rendered the country in diminishing their depredations is well shown by the fact that the rates of marine insurance were reduced one-half, mainly in consequence of our operations in the West Indies.

In the War of 1812 the revenue cutters did good service in the defense of our coasts and the protection of the coasting trade. Three of them were given special credit for the capture of armed vessels in 1813.

In the War with Mexico the revenue cutters again rendered valuable service, eight of them having been ordered to cooperate with the Navy in the military operations against that country. Some of the harbors, having a bar at the entrance, were difficult of approach to large vessels, while the revenue cutters, owing to their light draft, could enter them easily. Two of these vessels, each carrying six guns, took part in the expedition against Frontera and Tobasco, under Commodore M. C. Perry, the service rendered by the revenue cutter *Forward* eliciting special praise from the commodore.

The revenue steamer *Harriet Lane* was ordered by the President to cooperate with the Navy in the expedition to Paraguay, and rendered good service.

At the outbreak of the rebellion, the revenue cutters were mostly antiquated in type and inefficient even for the special purpose for which they were built. There was one suited to the wants of the Navy, the *Harriet Lane*, which was promptly utilized by the Navy Department, and became a part of the regular naval force. The *Cuyahoga*, the *Miami*, and others did good service in joining in the pursuit of rebel privateers along the coast, and a number of small tugs hastily purchased and fitted out were of the greatest use in preventing supplies and mails passing from Maryland into Virginia. These remained under the control of the Treasury Department. The *E. A. Stevens*, sometimes styled the *Naugatuck*, participated in some of the memorable events of the war. Thus the revenue cutters which were in efficient condition for such service were used in the prosecution of the war.

While the officers of the Revenue Marine have cooperated with the Navy in time of war, it was once customary for naval officers to serve on board revenue cutters in time of peace. In 1821 several naval officers, most of whom were midshipmen, obtained furloughs for one year, with permission to enter the Revenue-Cutter Service temporarily, and this practice continued until 1832, the term of service in some cases continuing for several years. Among those employed on board the revenue cutters were the present vice admiral of the Navy, and others who have since won distinction. The number of naval officers employed in this way increased very rapidly about 1830–31, but the movement being a spasmodic one and not the result of any well-considered plan, it presented objectionable features, and was brought to an end in 1832. A number of officers resigned their commissions to accept permanent service in the Revenue Marine.

During the period of their temporary employment in the Revenue-Cutter Service, the relations of naval officers to that service and to the Navy Department were such that this movement can not be properly compared with any plan by which the administrative control of the service would be vested in the Navy Department.

3. PRESENT STATUS.

General administration.—The whole Revenue-Marine Service is under the direction of the Secretary of the Treasury.

The Secretary of the Treasury designates the collector of customs under whose superintendence each vessel shall be placed, controls the purchase or building and equipment of revenue vessels, and also all necessary repairs, alterations, or changes in the vessels. He controls the assignment of cruising grounds; determines the number and relative rank of officers, and details them for service; fixes the ratings, number, and pay of petty officers, seamen, and others to be employed on board each vessel. He controls the purchase of outfits and supplies and the making of all contracts; the preparation and enforcement of general regulations for the government of the service, and for the examination, admission, and government of Revenue-Marine cadets.

In practice, the affairs of the service are assigned to one of the divisions in the Secretary's office, the Revenue Marine Division, which has immediate charge of all matters pertaining to this service, including, in addition to those detailed in the preceding paragraph, the examination and certification of revenue vessels, pay rolls, and accounts of disbursements for the service by collectors of customs, and the examination of the property accounts of officers.

To this division is assigned the examination of matters coming before the Secretary relating to the Lighthouse Board or to the Coast Survey. The same division has charge of matters relating to weights and measures upon which the Secretary is required by law to act.

In the Revenue Marine Division are employed a chief of division, an assistant chief, 10 clerks, and a stenographer. All are appointed by the Secretary, and no one has any responsibility or authority except as derived from him.

The supervision of the construction of revenue vessels, and of important repairs, is assigned to an office of construction, which is in New York City. A captain in the Revenue Marine is at the head of this office as general superintendent of construction. There are also on duty in this office other officers of the Revenue Marine as assistants. The superintendent of the engineer's department in this office is a consulting engineer from civil life.

The number of officers in the service on October 1, 1881, was as follows: Captains, 34; first lieutenants, 33; second lieutenants, 32; third lieutenants, 21; chief engineers, 22; first assistant engineers, 17; second assistant engineers, 26.

In addition to the above there were, on October 1, 1881, 13 cadets.

The captains, lieutenants, and chief engineers of this service are commissioned officers, appointed by the President by and with the advice and consent of the Senate. The assistant engineers are appointed by the Secretary of the Treasury, but they are regarded as officers of the service. The cadets are appointed by the Secretary of the Treasury, the appointments being based on the results of competitive examinations.

The number of petty officers, seamen, and others employed in the Revenue-Marine Service is nearly 800, varying from time to time according to the requirements of the service.

Vessels.—At the date of the last published Report of the Operations of the Revenue-Marine Service (November, 1881), there were 36 revenue vessels, as follows:

Screw propellers:	
First class	2
Second class	8
Third class	10
Side-wheel steamers:	
First class	2
Second class	5
Third class	1
Side propeller (vessel of peculiar construction)	1
Steam launches	2
Bark (sails only; training vessel)	1
Sloops (sails only)	4
Total	36

In addition to these, two new vessels were building; one at Wilmington, Del., and the other at Baltimore, Md.

The steamers are classed according to tonnage and construction. Propellers of 350 tons or over are assigned to the first class; those of about 250 tons, to the second class; and those of 150 tons or less, to the third class. Side-wheel steamers are given a lower classification than propellers of like tonnage. In some instances the classification appears to be arbitrary.

The largest vessel is a side-wheel steamer of 500 tons; the smallest, excepting the steam launches, is a third-class propeller of 32 tons.

The training bark is a vessel of 154 tons. The steam launches are boats of 15 tons and the sloops range from 10 tons to 15 tons.

The complement of the larger vessels is 7 officers and from 18 to 33 men; that of the smaller vessels is 1 or 2 officers and from 1 to 9 men.

At the date of the report to which reference has been made, there were employed: Fifteen steamers on the Atlantic and Gulf coasts, three steamers on the Pacific coast, three steamers on the Great Lakes, one training vessel, in Buzzard's Bay; four sloops having special inner-water cruising grounds, eight steam vessels performing harbor duty. Two steamers were out of commission undergoing repairs.

The armament of a revenue cutter is from 1 to 4 guns. Full provision is made for arming the crew with small arms. The broadside guns are naval guns furnished to the Revenue Marine by the Navy Department.

The revenue cutters have a distinctive ensign and pennant, which no other vessels are permitted to carry within the jurisdiction of the United States.

Duties.—The duties of the Revenue-Marine Service are such as pertain to the security of the customs revenue; the assistance of vessels in distress; the protection of wrecked property; the enforcement of the neutrality laws; the suppression of traffic in firearms and intoxicating liquors in Alaskan waters; the prevention of invasion of the seal fisheries by unauthorized persons; the enforcement of quarantine; the protection of merchant vessels from piratical attacks; the prevention of depredations by vessels upon the timber reserves; the enforcement of the laws governing merchant vessels, including the laws relating to name, hailing port, etc., the laws with regard to license, enrollment, and registry of merchant vessels, and the laws which require that life-saving appliances shall be carried, that passenger vessels shall not be overloaded, that true returns of marine-hospital moneys shall be rendered by masters of vessels; that vessels shall show the proper lights at night; that merchant steamers shall carry the evidences that their hull and machinery have been properly inspected, and that their officers are licensed.

The officers of the Revenue-Marine Service are required to report any disarrangement of the aids to navigation on our coasts which may come under their notice. They are frequently called upon to suppress mutinies on board merchant vessels. Special duties are assigned to them in connection with the Life-Saving Service. Certain officers are given supervisory duties in connection with the construction and repair of vessels. Officers of the service are detailed from time to time to serve on boards.

The routine duties of the officers of the revenue cutters in the protection of the customs revenue against fraud arise under section 99 of the act of March 2, 1799. This section has already been referred to in connection with the legislative history of the service.

The cruising grounds of the revenue cutters are so arranged as to include the entire coast line of the United States, except that portion lying between Fernandina, Fla., and Cape Florida, which is a dangerous coast. In this part of the coast of Florida are two small inlets which vessels of light draft might possibly attempt to enter, but these inlets are guarded by the keepers of life-saving stations, acting as inspectors of customs. One of the vessels on the Pacific coast is detailed from time to time to cruise in Alaskan waters.

A revenue cutter in service is assigned to a particular station and has definite headquarters, but the proper execution of her duties requires her to be almost constantly under way, either moving about in harbor or cruising along the coast.

The revenue cutters assigned to harbor duty are used to put customs officials on board vessels entering the harbor and to guard generally against infractions of the customs revenue. They are used mainly as boarding tugs.

Revenue vessels on harbor duty may be called upon to render special service in the protection of shipping against fire, in addition to their regular duties.

The steady employment given the revenue cutters in cruising, going in and out of harbor, and moving about our harbors, is evident from the statement of work performed during the fiscal year ending June 30, 1881, viz:

Aggregate number of miles cruised	982,027
Number of vessels boarded and examined	29,101
Number of vessels seized or reported for violating law	3,163
Number of vessels in distress assisted	148
Number of pesons rescued from drowning	141

In addition to the practice incident to the performance of the regular duties in the protection of the revenue, much valuable and varied experience is gained by the officers of the revenue cutters in the management of their vessels under circumstances which require skill and cool judgment. This may be best illustrated by an example

and one is given of the special services and assistance rendered, in addition to regular duties, for the year ending June 30, 1881:

[By the steamer *Dexter*, headquarters at Newport, R. I.]

July 16, 1880.—Found American schooner *Lexington* ashore on Cape Poge; hauled her off and towed her into Edgartown Harbor, Mass.

August 25, 1880.—Found American schooner *John H. Gould* aground at Goat Island; hauled her off and towed her to safe anchorage.

September 11, 1880.—Towed into Newport Harbor schooner *Maria*, disabled near Point Judith.

November 19, 1880.—Sloop *Red Rover*, at anchor in Newport Harbor with mutinous crew on board; master asked assistance; sent off and afforded necessary help in quelling mutiny.

November 22, 1880.—Took steam derrick *Will*, and steamer *Rescue*, belonging to Coast Wrecking Co. (the latter in distress with a broken shaft), in tow from West Passage, Narragansett Bay, to safe anchorage in Dutch Island Harbor.

December 30, 1880.—Found sloop *Peerless* in distress near Warwick Neck Lighthouse, in dangerous position; leaking, crew frostbitten, sails split, centerboard and pumps frozen; towed her within a few miles of Providence.

December 31, 1880.—Assisted steamer *Wyoming*, of Philadelphia, off Beaver Tail.

December 31, 1880.—Found schooner *N. J. Miller* ashore in Coaster's Harbor; hauled her off and towed her into Newport.

January 6, 1881.—In company with the revenue steamer *Gallatin*, rendered assistance to 32 vessels beset in the ice in Hyannis Harbor.

January 11, 1881.—Found American schooner *F. L. Richardson* 7 miles SSW. from Montauk Point, leaking badly and in danger of sinking; towed her into New London.

January 16, 1881.—Rendered necessary assistance to Italian bark *Machiavelli*, 4 miles NW. by N. from Montauk Point, 131 days from Alexandria, Egypt; out of provisions.

January 18, 1881.—Found schooner *Alfred W. Fisk* one-half mile SW. of Half Way Rock, ashore on a rock; hauled her off and towed her to Bristol Ferry.

January 29, 1881.—Assisted lightboat *Dove*, in danger of being swept from her moorings.

February 8, 1881.—Schooner *Hiawatha* and bark *Ada Barton*, out of provisions and water, off Brentons Reef Lightship; supplied them with provisions and towed them into Newport.

February 9, 1881.—Found bark *Norton Stover* icebound three-fourths mile distant from Nobsque Point, NW., and rendered her assistance.

April 12, 1881.—Hauled schooner *W. H. Foy* off Middle Ground Shoal.

May 1, 1881.—Hauled off schooner *George Gurney*, ashore near Little Lime Rock, Newport Harbor.

This is not an exceptional case, but is chosen merely in order to give an example. This same vessel during a period of about a year and a half made 41 visits to the several stations in the third life-saving district, delivering supplies, etc.

Duties in connection with the Life-Saving Service.—In accordance with the act of June 18, 1878, nine captains, two first lieutenants, and five second lieutenants have been detailed to perform duty in connection with the Life-Saving Service. Of these, three captains, two first lieutenants, and one second lieutenant devote their services exclusively to that duty; the others are also performing duty in connection with their own service proper.[1]

The revenue cutters generally convey to the life-saving stations the revenue-marine officers assigned to the duty of inspecting the stations and exercising and instructing the crews in the use of the boats, apparatus, and other life-saving appliances. The cutters sometimes transport to the stations articles of outfit and supplies.

Relations of the collectors of customs to the revenue cutters.—The officers of the revenue cutters are, by law, officers of the customs service, and subject as such to the direction of collectors in certain matters.

The commanding officer of any revenue cutter is required by law to make a weekly return to the collector under whose direction his vessel is placed of the transactions of the cutter, specifying the vessels that have been boarded, and giving such information concerning them as it may be necessary for the officers of the customs to know.

All communications from officers of revenue cutters to the Secretary of the Treasury, or other higher authority, are, as a rule, transmitted through the proper collectors; and in all ordinary cases, orders, directions, and instructions in regard to the duties

[1] Treasury Department Document No. 233, November, 1881, p. 24.

and movements, equipments, and repairs of revenue vessels are given by the Secretary of the Treasury, through the collectors under whose orders the vessels may be serving. All reports of needed repairs to vessels or machinery, estimates of damages received in assisting vessels in distress, and reports of offenses of officers, as well as routine communications, are forwarded through the collector.

The officers and crews of revenue cutters are paid monthly by the collector, under special regulations governing the mode of payment.

Requisitions for provisions, supplies, repairs, and outfits are made in triplicate by the commanding officer and transmitted to the collector. When authorized, the collector countersigns them.

Rations or provisions for the crews of revenue vessels are when practicable procured by contract upon bids, after advertisement, under instructions from the Secretary of the Treasury.

Proposals for supplies or for any article for the use of the service are received by the collector, who opens and examines the same in accordance with certain regulations and makes a report to the Secretary of the Treasury. When a bid is accepted by the Secretary, the collector has a contract drawn in triplicate and duly executed and transmits the same to the Secretary of the Treasury.

When repairs are authorized in accordance with the recommendation of the commanding officer and approving indorsement of the collector, the collector obtains written proposals from three proper parties when practicable and transmits these to the Secretary of the Treasury. When it is decided by whom the repairs shall be made, the collector executes a written contract with the party designated and transmits the same to the Secretary of the Treasury for his approval.

All authorized articles of supply or outfit for a revenue cutter, for supplying which there is no written or approved contract, are purchased by the collector under whose superintendence the vessel may be, or, with his approval, by the commanding officer of the vessel.

The commanding officers of revenue cutters superintend all works of repair, alteration, or refitting unless otherwise directed, and chief engineers supervise the repairs of engines and boilers.

The office of construction has general control and supervision of any extensive repairs.

The cadet system.—Cadets have been appointed in accordance with the act of July 31, 1876, providing for the appointment of Revenue-Marine cadets as vacancies occurred in the grade of third lieutenant, the whole number of third lieutenants and cadets not to exceed the number of third lieutenants then allowed by law, and the cadets to have a probationary term of two years, with a final examination.

All the cadets are assigned to duty on board a sailing vessel, the revenue cutter *Salmon P. Chase*, a bark of about 150 tons burden, which is stationed at New Bedford, Mass., where she performs the work of a revenue cutter, and the cadets receive their scholastic and practical training on board. The *Chase* carries four guns. She makes an annual sea cruise of about three months in order that the cadets may receive practical instruction in seamanship and navigation. The cruise begins immediately after the close of the school year in June.

There are two classes of cadets on board the *Chase*, known as the senior and junior classes. In 1881–82 the cadets numbered 12 in all.

The junior class enters in June and is put immediately on board ship. At the same time the senior class graduates. After passing the graduating examination the members of the senior class undergo another examination for appointment as third lieutenants.

The school ship is commanded by a captain in the Revenue Marine, who has general charge of the instruction of the cadets. The officers of the vessel are the instructors in seamanship, navigation, and the duties of an officer on board a revenue vessel. There is an instructor in nonprofessional studies.

Applicants for appointment as cadets must be between 18 and 25 years of age. The general regulations governing admission to the school are similar to those in force at the Naval Academy. The entering examination is competitive, open to all who apply, and of those who pass successfully the best are appointed to fill existing vacancies.

The course of study and instruction includes seamanship, navigation, gunnery, mathematics, history, English language, composition and rhetoric, natural philosophy, steam engineering, law (including revenue law and international law), astronomy, and practical exercises in seamanship, navigation, gunnery, and the Army signal code.

In seamanship the course is similar to that at Annapolis, as far as time will permit. The same textbook, Luce's Seamanship, is used. There is, of course, no instruction in naval tactics, nor is there any in naval architecture, nor even in shipbuilding. Seamanship is, of course, largely taught on the cruise.

The course in navigation is practical. In connection with the exercises in the use of nautical instruments, Bowditch's Navigator is employed as a textbook, but this work does not treat of the theory of navigation to any extent. The course in trigonometry gives some elementary instruction in the theory of navigation.

The instruction in gunnery is also almost entirely practical, the exercises with howitzers and small arms on board ship being only supplemented by the use as a textbook of a small and almost obsolete gunnery catechism once much used in the Navy.

The school year is divided into two terms, the first of 14 weeks, the second of 20. The following statement will illustrate the relative importance given to the several nonprofessional branches, showing the period through which instruction in each of the several branches extends:

For the junior class.

	Weeks.
Arithmetic	10
Algebra	14
Geometry	20
History	24
English language	14

Composition and rhetoric, 10 exercises in composition.

For the senior class.

Algebra	4
Geometry	10
Trigonometry	12
Natural philosophy	10
Steam engineering	8
Constitutional law	14
Revenue law	12
International law	16
Astronomy	16

Composition, 7 exercises in composition.

It is evident that, from the time allowed, the course of study really pursued must be in many respects elementary.

4. REASONS FOR INCORPORATING THE REVENUE-MARINE SERVICE AS A BRANCH OF THE NAVAL ESTABLISHMENT.

In the absence of any comprehensive and carefully developed plan of organization and administration founded on the experience of the present century, the Revenue-Marine Service is a branch of the Treasury Department; but its administrative control does not come properly within the scope of operations of a civil department of the Government.

The Navy Department was not organized until 1798, while the Treasury Department was of necessity one of the first executive departments organized when the machinery of government was put in operation, and many things connected with our maritime interests were assigned to it. Thus it now includes many diverse branches of the public service not germane to the finance department. One of these is the Revenue Marine.

It is necessary that the movements of revenue cutters should be directed by collectors of customs in the performance of certain local duties for the protection of the revenue. This is a matter of local customs administration which it is not desirable to change; but this carries with it no necessity whatever for the general administrative control of the service at large remaining in the Treasury Department. To promote its efficiency the service should be subject to naval law and discipline, and should be established as an arm of the Navy, having certain special duties, in the performance of which it should cooperate with customs officials.

The Revenue-Marine is essentially a naval service. The revenue cutters carry naval guns, for which requisition is made on the Secretary of the Navy as the necessity arises, and full provision is made for arming the crew with small arms. Their officers are required to be proficient in naval drills, and must possess a practical knowledge of the use of arms. The officers and crews of the revenue cutters are uniformed, and a daily routine, naval in character, is observed, including exercises at great guns and in the use of small arms. All this is done with a view to the performance of the military duties devolved upon the Revenue-Marine Service, which is required, either by law or by regulation, not only to protect the revenue but to aid in enforcing nearly

every statute affecting the maritime interests of the country. By acts of Congress, the officers of the service may be required to aid in the suppression of piracy, in the enforcement of quarantine laws, and in preventing the violation of neutrality laws. They are frequently called upon to suppress mutinies on board merchant vessels. They are authorized to use the armament of their vessels, when necessary, to compel other vessels to come to for examination.

To further show the naval character of the service, attention is called to the fact that revenue cutters and their officers and crews have participated in all the wars in which the country has been involved, as has been more fully detailed elsewhere.

In this connection it may be well to quote from the report of the special commission appointed in 1869, to which reference has been elsewhere made. The members of the commission, a majority of whom were Revenue-Marine officers, say in their report:

"In order to secure the successful operation of this system, or any other looking to the promotion of the public interests, it is essentially important that the service should be conducted under stringent regulations, from which the highest authority alone can authorize any departure."

The Committee on Commerce in the House of Representatives reported at the first session of the present Congress as follows:

"Under existing law there is no specific authority for investigating or punishing any infractions of discipline on the part of officers or men of the Revenue Marine, except by the extreme punishment of removal from the service, a course which seems altogether too harsh in cases of minor offense."

The needs suggested by these quotations would be met by a transfer of this important naval arm of the Government to the Navy Department.

Though the principle is not carried out in practice, it is universally recognized as correct, that a nation having so small a military establishment as ours should in time of peace adopt every provision which will facilitate the utilization of all available means of defense on the sudden outbreak of war. Manifestly, such of the revenue cutters as may be necessary in this event can be used with more efficiency and greater expedition, at a period when the saving of time may be all important, if their employment does not necessitate a sudden transfer of authority from one department of the Government to another. Furthermore, a practical, smoothly working system, which will bring together in one department of the Government full knowledge of the capabilities of every public vessel for any required service in case of emergency, and the necessary control of such vessels, can only be properly matured and put in operation in time of peace.

No one doubts the absolute necessity during war of utilizing all the maritime resources of the Government. Small vessels are particularly essential, especially at the beginning of a war, and it will be found in the future, as it has invariably been found in the past, that the Government is compelled to make use of the revenue cutters for war purposes. Hence the service should be essentially naval in its character, and should be readily available for naval purposes in war. This object can only be fully secured by connecting it closely with the Naval Establishment, giving its officers a naval training, and carrying out naval discipline on board its vessels.

The appointment of graduates of the Naval Academy to fill vacancies in the Revenue-Marine Service would result beneficially in the knowledge they would gain of the pilotage and navigation of our own coast and harbors.

Our naval officers have too little opportunity for gaining a knowledge of the pilotage of our own waters. This knowledge can only be gained by experience. Cruising in war vessels does not give the requisite practice; most of them are on foreign stations; and even of those in the home squadron the number of officers that get a thorough local knowledge of our ports and inshore waters is limited.

Service in the revenue cutters is calculated more than any other to give this local knowledge. It can not be gained in so useful a way even by duty in the Coast Survey, which gives a minute knowledge of certain limited areas.

The constant practice of the revenue cutters in going in and out of port is calculated to familiarize young officers thoroughly with a very valuable kind of knowledge.

While the plan proposed would introduce an increased naval spirit into the Revenue-Marine Service, and apply to it methods of administration adapted to its needs, thus working for its good, it would also benefit the Navy at large in another way than those already mentioned by affording to our younger naval officers increased practice in the management of steamers, especially small steamers, in places where skillful handling is required from the presence of great numbers of vessels, strong currents, the necessity of going alongside vessels and wharves, etc.

The service of naval officers on board these small steamers in waters crowded with shipping would afford an excellent school of maneuver, requiring the exercise of good judgment and quick decision in avoiding danger and insuring success, under circumstances similar to those which would be encountered in avoiding rams and torpedoes

in naval battles, but certainly less difficult. In illustration of the amount of valuable experience to be gained through such service, attention is called to the amount of work and the nature of the special services done by vessels of the Revenue Marine, as elsewhere set forth.

Another very important consideration is that of the duplication of work by the Government.

Naval officers and Revenue-Marine officers need the same training; and the Government thus keeps up two sets of officers to do pretty much the work of one.

We have a great national academy at Annapolis, training scores of young men in naval duties upon a system that is the result of the most thorough study and many years of experience, at an establishment costing many thousands of dollars per annum, and giving the best academic and practical training for a seafaring life to be found in the world. It will be remembered that its plan of organization and administration, resulting in excellent discipline and careful training, so impressed the commissioners of the recent Paris Exposition as to call from them expressions of high praise and admiration. By recent legislation, the majority of the graduates of this institution can not be utilized in the public service. If there were places for them to fill, they might be retained in the service of the country, holding their lives and trained abilities on call at an hour's notice.

At the same time, under existing law, there is maintained another school at New Bedford, Mass., an imitation of the large, well-organized, and well-equipped academy at Annapolis. This school, in which the course is limited to two years, is doing work in exactly the same direction with imperfect appliances. It gives a training which is very good as far as it goes, the course of study being modeled on that of the Naval Academy, but it must necessarily be superficial as compared with that given at Annapolis.

Instead of a corps of instructors in every branch of study, the Revenue-Marine School has four or five instructors, to whom is confided the whole work of the school. The nonprofessional studies are conducted by one instructor. There are no commodious quarters and large classrooms and laboratories containing models, instruments, and all necessary facilities for demonstration, as at Annapolis. The four howitzers which constitute the battery of the *Chase* can not be compared with the full battery of broadside guns on board the gunnery ship at Annapolis. The elementary course in steam engineering, pursued on board a sailing vessel, can scarcely be spoken of in connection with a liberal and extended course which includes, besides the use of textbooks, the actual working and management of the machinery of a steam vessel under way, as well as of a marine steam engine and boilers set up in a large building on shore, where the various parts can be seen and examined, both at rest and in practical operation; a course which also includes frequent lectures, practical instruction in mechanical drawing, and the constant use of models.

There is absolutely no reason why the officers of the Revenue Marine should not be supplied from the graduates of the Naval Academy. The only special feature of the course on board the *Chase*, as published in the report of the service, which the Naval Academy does not possess in a fuller and better developed form is a 14 weeks' course in commercial maritime law, easily added to the course at Annapolis or capable of ready acquirement by any graduate of the Naval Academy.

Simply to state the case shows the defects of the present system and its lack of adaptation to the public needs. The Government maintains two institutions to accomplish practically the same ends. One of these is vastly better than the other. Yet the greater part of the material supplied by the Naval Academy can not be utilized, while all that coming from an inferior institution is employed.

It is not intended in what has been said to belittle the training given the Revenue-Marine cadets. It is no doubt excellent as far as it goes, those in charge working zealously and making the most of the facilities given them. But the warmest friends of the present system of training officers for the Revenue-Marine Service must in justice admit that the Naval Academy is far better equipped for doing the same work.

Another very strong reason for incorporating the Revenue-Marine Service as an arm of the Navy, having certain special duties and supplying it with officers from the Naval Academy, is that certain sections of the country are more highly favored than others under the present system in respect to supplying officers for the Revenue-Marine Service. This is unavoidable at present. The greater part of those taking part in the competitive examinations for appointment as cadets will necessarily be drawn from the States adjacent to the place of examination. Thus the Atlantic seaboard bids fair to nearly monopolize representation in this branch of the public service.

It is one of the fundamental principles of our Government, formulated in the Constitution and jealously guarded by our statesmen, that the laws shall not discriminate in favor of any State to the detriment of others. There must be no favored sections, treated as such, through anything inherent in the law. If more consideration be given

to the claims of one locality than to those of another, it should be only because such a course is demanded by the well-being of the country at large. But there should be no discrimination made in the relations of the citizens of the several States to the General Government.

In accordance with the foregoing, every section should have its fair and just representation in the civil service, in proportion to its population, and an equal chance with others for representation in the naval service. Even the most strenuous advocates of competitive examinations in determining relative fitness for employment by the Government must concede that the people of all parts of the country should be on an equal footing in the carrying out of any such plan. Such examination should not operate to exclude entirely the people of distant States from any branch of the public service.

Under the present system of obtaining cadets in the Revenue Marine it is scarcely to be supposed that young men living in California, or in Texas, or in other distant States will be ready or able to bear the expense of traveling to Washington only to take their chances in a competitive examination.

Thus, on the one hand, this branch of the public service is only open, practically, to young men living in those States from which Washington is readily accessible, while, on the other hand, every congressional district in the country is given a fair and equal chance for representation at the Naval Academy; and all those districts which guard their own interests by sending properly prepared candidates are placed on an equal footing as regards distance, every naval cadet being credited, one month after admission, with the actual expenses incurred in traveling from his home to the academy.

Provision should be made for the retirement of officers of the Revenue Marine from active service when they become incapacitated for such service through age or any cause incident to the duties of their profession. The naval pension laws should also apply to the officers and men of this service and to those dependent on them. Probably this would have been done long ago if the service were not nominally a part of the civil service. The only way to meet the requirements of justice without violating any legislative traditions is to recognize the service by law as a part of the Naval Establishment, or, in the words of the report of the Committee on Commerce of the House of Representatives, already quoted, to "advance the service to its proper place as an arm of the Navy."

This service is a part of the armed force of the country. Its officers devote their lives to carrying out certain requirements of the public welfare. Its officers and men may be called upon at any time to imperil their lives even in the performance of their routine duties. The ordinary cruising grounds of the revenue cutters are near the coast, exposed to the dangers of treacherous currents, fogs, storms, and other perils of the sea. A number of these vessels are detailed annually to cruise upon the coast during the most inclement season of the year, "to afford such aid to distressed navigators as the circumstances and their necessities may require." The performance of this duty involves much hardship and exposure. The results achieved show material assistance to commerce and the saving of hundreds of lives.

Under the law as it now stands should a naval vessel capture a piratical vessel after an armed struggle those injured and the families of those killed on board the naval vessel would receive the benefit of the naval retirement and pension laws. Should a revenue cutter not cooperating with the Navy by order of the President, perform the same service, no such reward could be given. Even when revenue cutters do cooperate with the Navy there is no provision of law for the payment of any pensions to the families of those who may be killed while serving on board the revenue cutters.

With regard to the necessity of providing for the retirement of officers of the Revenue-Marine Service, the report [1] from the Committee on Commerce of the House of Representatives, already referred to, says:

"More than 25 per cent of the captains now borne upon the register of officers of the revenue marine are, through disability resulting from age and long-continued service or other causes connected with the duties of their profession, unfitted for the performance of active duty. Several officers of the subordinate grades are likewise incapacitated. Some of the disabled are now suffering from the effects of wounds and injuries received in action with the enemy during the war. The vessels on which they were serving not having been 'cooperating with the Navy, under orders of the President,' although actively employed against the public enemy, they are debarred from any benefits under the law governing the naval service."

And this report says further that—

"The carrying upon the roll with the active officers of so large a number of permanently disabled bars the way to promotion of the young and physically efficient

[1] Report No. 926, H. R., 47th Cong., 1st sess.

who perform the real work of the service, thereby removing a valuable aid to discipline and an incentive to improvement."

The same report calls attention to the fact that while no measure for retiring these officers had ever before been presented for the consideration of Congress, the subject had been brought to its attention by successive Secretaries of the Treasury in the annual reports of 1872, 1873, 1876, and 1881, and in the special letter of the department in February, 1881.

In the report of 1872 the Secretary says:

"I think it is a plain duty for the Government to provide a retired list, so that the active service may be supplied constantly with able and efficient men."

The report of 1873 recommends this measure as well as one providing for pensions: "In justice to meritorious officers and seamen, whose lives are spent in the performance of hazardous duty."

In the report of 1876 the Secretary recommends a retiring bill "on the grounds of humanity and public advantage," and states that from the want of provisions of this character "considerable embarrassment" and "public detriment and injury" are experienced.

In February, 1881, the Secretary says, in a letter recommending a measure of the character named: "The operations of the Revenue-Cutter Service are seriously embarrassed and its efficiency impaired through the want of some provision of the character proposed," and that the necessity for the relief increases with time.

In the report of 1881 the Secretary says that—

"A system for the retirement of officers who have in the line of duty become permanently disabled is desirable."

In the report of the Committee on Commerce there is also incorporated a letter from the present Secretary of the Treasury, in which he advocates the retirement of officers of the Revenue Marine under proper conditions and expresses the opinion that the enhanced expense would be warranted by the resulting advantages.

All the considerations which have led to the establishment of a retired list and of pensions for the Army and for the Navy apply with equal force to the Revenue-Marine Service. Put the service by law in its proper place as a part of the Naval Establishment and the whole matter becomes perfectly simple.

It may be urged that naval officers not having a special training for the work of this service could not perform it efficiently, and it becomes a matter of some importance to examine the question. The following considerations will show that any such objection has no real foundation:

1. It is not proposed to overturn the whole organization of the Revenue-Marine Service. Under the above suggestions the present officers of that service would be retained, being incorporated as a special corps of the Navy. Ample provision can be made for their promotion as vacancies occur, and the revenue cutters will for many years to come be commanded by officers now in that service.

2. The want of additional officers on board the revenue cutters will be felt first through the depletion of the junior grades of the Revenue-Marine Corps by promotion. This deficiency can be supplied by detailing graduates of the Naval Academy to duty on board the revenue cutters, such graduates to be, of course, junior to the Revenue-Marine Corps officers on board. Thus these young officers would gain a knowledge of the duties of revenue cutters by practical experience, just as third lieutenants on board the revenue cutters have received their practical training for many years. Only two classes of vessels come to New Bedford, as a rule, viz, whalers and coasters; very rarely do the Revenue-Marine cadets there have an opportunity to board vessels which are engaged in foreign trade. Such experience as the cadets get can not go very far in making them efficient boarding officers. A graduate of the six years' course at the Naval Academy would no more need such practice in order to perform the duties of a boarding officer in the Revenue Service than he would need it to act as boarding officer in time of war in exercising the right of visit and search.

3. It will be well to remember that the whole education and training of our naval officers tends to enable them to adapt themselves to circumstances. A naval officer is liable to be ordered at any time to duty entirely different from that to which he has been accustomed, and must of necessity be able to bring his trained abilities to bear on the questions of the hour.

4. Naval officers have done duty on board the revenue cutters in the past, as has been stated elsewhere. But this was not in accordance with any well-devised plan. It would appear to have threatened injury to the regular Revenue-Cutter officers by retarding their advancement, and the practice was discontinued in 1832. Apparently, the naval officers found no difficulty in performing revenue duties, for some of them resigned their naval commissions and remained regularly in the Revenue-Cutter Service.

To summarize briefly, the arguments which have been presented show that the Revenue Marine is out of place in the Treasury Department, and that its transfer to the Navy Department would be attended with many advantages to the service itself and to the Navy, thus increasing the usefulness of the service.

5. THE COAST GUARD OF GREAT BRITAIN.

The coast guard of Great Britain was instituted for the protection of the revenue. Owing to the free-trade policy of that nation, which exempts almost all articles from duty, the coast guard is mainly important now as a naval reserve and life-saving service, but it still has civil duties in connection with the protection of the revenue, which duties it is the purpose of this paper to consider.

The coast guard is entirely under naval control, forming the first naval reserve of the Kingdom, and is at all times liable to be embarked for active naval service, while the naval reserve proper can only be called out by royal proclamation.

In the organization of the coast guard naval duties are so intimately associated with civil duties that to understand the latter it is first necessary to consider briefly the general plan of organization of the service.

The whole service is under the general supervision of an admiral superintendent.

The coasts of England, Scotland, and Ireland are divided into districts, five on the coast of England, two on that of Scotland, and two on that of Ireland, nine districts in all. The districts are commanded by district captains, who are captains in the royal navy.

Every district comprises a number of divisions, each under a divisional officer; these officers are generally appointed from the commanders and senior lieutenants of the regular navy; a few are "chief officers late of cruisers," who are not regular naval officers. The subordinate officers and men serving on shore, as well as coast guard cruisers attached to their divisions, are under their orders.

Each division contains several stations, a station being the portion of coast confined to a station officer or chief boatsman in charge. The number of men at a station varies usually from 6 to 10; at a few stations there are more.

All stations are divided into guards for patrolling duties. A guard is a portion of the coast.

At the headquarters of every district under the command of a district captain, is a district ship, attached to which are gunboats and other vessels, technically known as coast-guard tenders and cruisers.

The nine district ships form the squadron of the first reserve. In the event of an emergency, their crews may, at any time, be supplemented by officers and men from the coast guard, to enable these vessels to assemble with the fleet ready for active service.

The admiral superintendent inspects the district ships twice every year, and the drill ships of the royal naval reserve annually, the latter being also under his supervision.

The drill ships of the royal naval reserve and the gunboats and cruisers of the coast guard are inspected by the district captains when they make their annual inspection of the districts under their command.

The gunboats are employed generally for the duties of the district, and their crews are governed by the same regulations as those of the district ships.

The vessels, which are technically known as cruisers, are employed in removing men, conveying stores to stations, and watching the coast for the protection of the revenue and of the fisheries. Their duties are similar to those of our revenue cutters. When absent from the district ships, they are under the orders of the divisional officer in whose division they may be stationed.

The officers and men of the cruisers are subject to the disciplinary laws and regulations governing the navy. They are occasionally drilled on board the district ships when in company, but have regular drills at all times; they muster under arms and in uniform every morning.

The commanding and other officers of coast-guard cruisers are not officers of the regular navy. Their names appear in the British "navy list" in the section which gives the personnel of the coast guard, and they are entirely under naval control. They have assimilated rank with officers in the regular navy, "chief officers" (commanding officers) of cruisers ranking with and after navigating lieutenants, senior mates of cruisers with and after navigating sublieutenants, and second mates of cruisers with and after navigating midshipmen.

The officers and men of the coast guard are enjoined to endeavor to obtain information of every description respecting smugglers, and to take every opportunity of communicating with each other for that purpose. Any information is communicated to the divisional officer.

Those serving on shore are required frequently to visit creeks and by-places within the limits of their station, where it is probable small craft may be concealed for the purpose of smuggling.

The officers of the coast guard are specially enjoined to pay due attention to any information or suggestions received from the officers of the customs of the port within the limits of which they are stationed for the better protection of the revenue, and to maintain a cordial and active cooperation with the different branches of the revenue service.

When collectors of customs have to communicate with or obtain information from any person employed in the coast-guard service, they do so through the divisional officer except where delay would be prejudicial; they also afford advice and assistance to the officers and men of the coast guard whenever called upon, and promptly procure them legal assistance in all cases of difficulty.

When, in the execution of the revenue laws, it is necessary for a cruiser to seize a vessel, or to accompany into port a vessel suspected of having on board goods liable to seizure, the vessel is delivered into the charge of the collector of customs, with all the requisite particulars relating thereto, and the cruiser returns to her station. All the circumstances of the case are reported to the divisional officer.

Before firing to bring to any vessel or boat liable to seizure or examination, it is required that the proper ensign and pendant be displayed, whether by day or night, on board either cruisers or boats, and that a gun or rifle be fired as a signal. If any person be killed or wounded by any shot fired before these requisites have been performed, the person or persons by whom and by whose order such shot is fired must abide the due course of law.

Coast-guard cruisers are not permitted to enter the waters of a foreign power, nor commit a violation of territory, nor to board or examine foreign vessels, nor exercise any belligerent rights of search beyond the limits of British jurisdiction; but should any suspicious vessel under foreign colors be fallen in with, the cruisers are to keep company with them, to see that, if they have contraband goods on board, they do not land them on any part of the British coast nor tranship them into British vessels.

Officers of the coast guard are particularly cautioned to be very careful how they carry out, with respect to foreign vessels, certain special provisions relative to seizures and forfeitures consequent on violation of the revenue laws by foreign vessels having on board one or more British subjects.

A system of rewards for seizures is in force, and specific regulations control the apportionment and distribution of the rewards.

The duties of the coast guard in connection with the suppression of illicit distillation apply solely to the coast and outlying islands of Ireland, and have no general interest.

It is the duty of the officers and men of the coast guard, and particularly of the officers of cruisers, to lend their assistance in duly enforcing the quarantine laws.

This proposal on the part of the Secretary of the Navy that the Revenue-Cutter Service and other maritime services be transferred to the Navy Department led to a very spirited rejoinder on the part of the Treasury Department. The heads of the services affected were called upon to express themselves regarding the proposition and their replies were published by the Treasury Department as one of its documents.[1]

Following is the reply made by the Chief of the Revenue-Marine Division:

REPORT OF CHIEF OF REVENUE-MARINE DIVISION.

TREASURY DEPARTMENT, *January 27, 1883.*

SIR: I have the honor to submit the following report upon the proposition to transfer the administration of the Revenue-Marine Service to the Navy Department, and the provisions of the bill, H. R. No. 7157, which you have placed in my hands:

The Secretary of the Navy, in his annual report submitted at the beginning of the present Congress, recommends that the Revenue-Marine Service, together with other bureaus under the Treasury Department, be transferred to the Navy Department.

[1] Reports in regard to the transfer of the bureaus and divisions of the merchant marine in the Treasury Department to the Navy Department. Treasury Department Document No. 395. Washington, Government Printing Office, 1883. Reprinted in S. Ex. Doc. No. 116, 51st Cong., 1st sess.

He gives as principal reasons for the transfer—

1. That it would afford a useful field for the employment of a portion of the large number of young naval officers who are now borne upon the rolls of the Navy, but for whose employment no occupation is offered in the legitimate duties of their corps.

2. That the service of young naval officers upon the revenue cutters would be of direct benefit in their profession and to the country in case of war, giving them a familiarity with the coast and a knowledge of local pilotage that would not otherwise be obtained.

3. That the change would be in the interests of economy, in view of the fact that the Government is keeping up a "Revenue Navy," consisting of the present Revenue Marine.

Some subsidiary reasons for the proposed transfer are also given in the report of the honorable Secretary, as—

(1) That the service of the cruising cutters is strictly naval and the duties not distinguishable in kind from those of naval officers; that the discipline is naval "as far as naval discipline can be carried on outside of the Navy Department."

(2) That the cruising cutters are armed with great guns and small arms, and that in time of war these vessels "have always been pressed into the naval service."

(3) That 23 of the cutters "which may be classed as gunboats are good vessels for their class, and must always be regarded as part of the available naval force."

(4) Further, that "Revenue Marine officers would be benefited by the change, as they would receive, in addition to such advantages as they enjoy under their present status, the benefits of a permanent naval commission."

The reasons named are not without weight, and if sustained by the facts, and sufficient considerations do not exist why the fundamental practice of the Government and legal status of nearly a hundred years should remain undisturbed, would deserve the serious consideration of Congress.

ORGANIZATION AND PURPOSE OF THE REVENUE MARINE.

The Revenue-Cutter Service was established by act of Congress of 1790. (Vol. I, U. S. Stat., p. 175.) Its conception and general plan were the work of Alexander Hamilton, who, in organizing the system of finance and revenue for the country, deemed the revenue cutters an essential part of the scheme.

The plan of the service as originally devised has never been materially changed, but the service has been augmented from time to time with the growth of the country in territory and population, and its duties have been increased in scope and number with the natural development of the commercial and maritime interests, whose protection was the object of its origin.

It has been made by law a part of the available naval force of the Government in time of war (act of Mar. 2, 1799), and several acts have been passed to add to its efficiency. The discipline and management of the service have also been much improved in recent years.

Under the existing organization the collectors of customs, who are charged with the immediate work of collecting the revenue, have general charge of the cutters and can direct them in the performance of any duty involving the protection of the revenue.

This service embraces not only the protection of the revenue derived from imposts on imported goods, but that derivable from all other sources upon the waters. It has also been extended to include the protection of our national timber reserves against depredations and our mercantile shipping against the perils of the sea.

While the collectors of customs have supervision of the individual cutters, as described, the Secretary of the Treasury is charged with the immediate control and management of the service as well as the stationing of the vessels and officers. The present arrangement exists without confusion or discord and with great public advantage, the cutters fulfilling with entire satisfaction the objects of their creation. No complaints of their lack of usefulness or adaptability to their duties are received; no allegations of incompetency or general unfitness. On the contrary, the testimony to their efficiency and value is almost universal, both from customs officers and the owners and masters of vessels engaged in conducting the floating commerce of the country. At one period only of the history of the service have unharmonious relations arisen between the customs officers and those in charge of revenue vessels. This was during the period when officers of the Navy were detailed to command revenue cutters, beginning about the year 1821 and ending in 1832, and it was on account of the complications springing out of this relation that the practice was abandoned in the year last named.

CONDITION AND EFFECTIVENESS OF THE REVENUE MARINE.

The effectiveness of the revenue vessels in the prevention of smuggling is not always apparent, their strict guard upon the coast line having long since broken up smuggling by cargo; but whenever an exigency has required the withdrawal of the vessels for any considerable time from a stretch of coast line the smugglers have resumed operations. This was well illustrated during the enforced absence for several months of the revenue vessel from the coast of Florida a few years since when two schooners of respectable size began the business of smuggling rum and cigars from Cuba, their occupation prospering until the return of the cutter.

At the present time frequent applications for an extension of the service as now conducted are received by this department and none for its curtailment or discontinuance.

The amount of work performed by the revenue vessels under these numerous calls for their services is shown by the following table, exhibiting statistically the record of the 10 years from 1871 to 1881:

Year ended—	Miles sailed.	Vessels boarded and examined.	Vessels seized or reported for violation of law.	Vessels assisted in distress.	Lives saved.
June 30, 1872	166, 198	24, 932	1, 594	219	37
June 30, 1873	185, 668	30, 543	1, 605	210	109
June 30, 1874	169, 882	27, 748	1, 810	153	4
June 30, 1875	198, 117	22, 225	1, 245	195	81
June 30, 1876	194, 261	23, 686	1, 225	195	45
June 30, 1877	196, 036	25, 396	1, 260	204	60
June 30, 1878	238, 505	31, 096	2, 009	192	76
June 30, 1879	252, 112	32, 853	3, 444	210	123
June 30, 1880	265, 763	36, 318	3, 556	114	65
June 30, 1881	282, 027	29, 101	3, 163	148	141
Total	2, 148, 569	283, 898	20, 911	1, 840	741
Average per year	214, 857	28, 390	2, 091	184	74

That this work is satisfactory to the collectors of customs and other customs officers immediately associated with the service, and that it is beneficial and gratifying to the general public, numerous testimonials and letters of commendation on file in the department abundantly attest.

That the service is now efficient, and that it is improving from year to year, is shown by contrasting with the foregoing table the following statement of the work performed during the period of 10 years beginning with 1861 and ending with 1870, compiled by calendar years:

Years.	Miles sailed.	Vessels boarded and examined.	Vessels seized or reported for violation of law.	Vessels assisted in distress.	Lives saved.
1861	159, 574	12, 991	111	129	20
1862	147, 455	9, 728	143	134	23
1863	174, 111	9, 386	118	117	19
1864	99, 326	38, 815	103	61	3
1865	126, 552	17, 375	90	116	7
1866	192, 597	8, 607	133	143	33
1867	192, 313	10, 850	154	126	14
1868	155, 910	7, 923	83	108	25
1869	156, 910	7, 927	79	109	25
1870	105, 903	9, 386	149	175	18
Total	1, 510, 651	132, 988	1, 163	1, 218	187
Average per year	151, 065	13, 299	116	122	18

These comparisons show that the service is now doing its maximum of work.

The following table, giving the expenditures on account of the Revenue-Marine Service for a series of years ended with June 30, 1882, shows that the increased amount of work has been effected without an increase in the cost of the service:

For the fiscal year ended—

June 30, 1868	$1,293,661.67	June 30, 1876	$842,912.68
June 30, 1869	1,185,702.26	June 30, 1877	841,176.31
June 30, 1870	1,133,670.15	June 30, 1878	844,001.70
June 30, 1871	1,121,028.43	June 30, 1879	844,527.25
June 30, 1872	930,249.81	June 30, 1880	845,333.74
June 30, 1873	995,308.88	June 30, 1881	846,791.99
June 30, 1874	903,601.83	June 30, 1882	846,423.34
June 30, 1875	897,899.56		

Indeed, the period of the greatest usefulness and efficiency in its civil work, if the amount of service rendered affords an index, is marked by the lowest annual expenditures, as will be seen by comparing the work and expenditures of the past six years with like data for any similar period.

To the foregoing data is to be added a statement of the relief work of the revenue vessels, which is a most practical evidence of their usefulness. During the last six years alone 678 vessels and their cargoes, imperiled by the sea, have been assisted by the cutters, aggregating in value $16,181,542.80, and averaging $2,696,923.80 per annum. But this is not all, for in the same period 642 persons have been rescued from drowning. This does not include the persons on the vessels assisted.

The greater number of the Revenue-Marine vessels have been constructed upon specifications prepared under the particular direction of the present management, and under the immediate supervision of the officers of the corps. They have been devised with special reference to the wants of the several stations and the character of the waters to be covered in their cruising. A few exceptions only to the rule exist, consisting of steamers acquired during or soon after the war, which have been retained in the service as too costly to discard. But, with these exceptions, the cutters are admirably adapted to the needs of the service, and many of them are considered models of their size and type.

The officers are proportioned in numbers to the requirements of the service, and could the places of the superannuated be filled with active men the corps would be unexceptionable as to its personnel. The character and habits of the officers are good. Prompt and willing attention to duty and zealous pride in their work are the rule.

SPECIAL TRAINING REQUISITE FOR REVENUE-MARINE OFFICERS.

A knowledge of customs laws, of the navigation laws, and numerous other statutory provisions bearing upon the duties confided to the service, as well as a familiarity with the regulations and decisions affecting the varied maritime interests of the country, are essential to the skilled revenue officer. Such knowledge is not the acquisition of two or three years, but requires a long period of application and experience. The officers of the revenue cutters give their whole lives, not only to the business of perfecting their professional knowledge, but in familiarizing themselves with the multifarious and delicate questions found in the laws whose enforcement is committed to the Revenue Marine.

A glance at the numerous duties of revenue vessels indicates the wide scope of information necessary to Revenue-Marine officers. Their primary work is that of protecting the revenue against smuggling; but besides this they enforce the law requiring license, enrollment, and registry of vessels; the law requiring life-saving appliances, as boats and life preservers, to be kept on board merchant vessels; the laws prohibiting overloading with passengers; those requiring lights to be exhibited by merchant vessels; that providing for name and hailing port to be affixed; that assessing a tax for the support of marine hospitals; those in aid of the quarantine systems of the States; those for suppressing piracy on the seas; those for preserving the timber reserves of the United States; they enforce the neutrality laws; they prevent unlawful traffic in rum and firearms in Alaska; they protect the seal fisheries; they suppress mutinies on board merchant vessels; they extinguish fire upon merchant shipping in our harbors; they carry out the humane enactments of Congress in aid of distressed mariners during the inclement season. They form, under the law of 1878, an important part of the Life-Saving Service. To the duties devolved upon them by law or regulation are added numerous others, to which they are detailed from time to time, an instance of

which is the part borne by the service in the work of arresting the spread of yellow fever in the Southwest the past summer.

The officers of the Revenue Marine now constitute one of the best fitted, most thoroughly trained, most industrious, intelligent, active, and efficient bodies of public servants under the Government.

The cruising of the revenue cutters when engaged in the protection of the revenue brings them principally into the waters along the coast near the shore, thus subjecting them always to dangers of navigation far greater than are encountered in mid-ocean. But they are, furthermore, called upon, as noted above (under the act of Dec. 22, 1837), during the inclement and dangerous season to endure the hardships and perils of cruising in aid of vessels in distress. By such practice and experience they become in years as proficient and skilled in coastwise cruising as is possible of açquirement, but this perfection of training stands for a lifetime of study and toil.

RADICAL IMPROPRIETY OF THE TRANSFER.

It thus appears that the Revenue-Marine Service is now, and has been for almost a century, an important and essential part of the customs service; that, as at present organized and conducted, it is harmonious in its relations to the customs service and other interests committed to its care; that it is efficient in the performance of its work and has attained the maximum of usefulness; that it is economical in the cost of maintenance; that its vessels are well adapted to the needs of the service, and in good condition and properly equipped; that its officers are properly qualified for their duties and perform them satisfactorily.

Congress ought not, under these conditions, to change the status of this service without grave and important reasons. Nevertheless, it is proposed to break up the present system and make a startling and radical change in the service by transferring it as a whole to another department of the Government.

From the facts stated it could scarcely be hoped that the change would better the Revenue Marine or add to its efficiency in any respect. We can look, then, only to the reasons given by the Secretary of the Navy. It is for the benefit of the Navy that the change is sought; and it is not so much for the benefit of the Navy as a whole as for the younger officers of the naval corps that the subject is now pressed upon Congress.

I do not believe that the measure will meet with public approval. Our people, in that impatience of aristocratic rule which is their characteristic, have always shown a strong dislike to giving the military predominance in time of peace. Even during the period of domestic war the suspension of the writ of habeas corpus was one of the last acts prior to the striking down by force of arms of the civil tribunals, while one of the first steps in rehabilitating a Commonwealth was the reestablishment of the civil courts in order that the Government might be exercised through the legitimate civil channels. That Americans detest the bayonet except as a means of national defense needs no assertion. In organizing a force to protect the revenue special care was taken by the founders of the Government to avoid offense to this sentiment. The Revenue-Marine officers were made officers of the customs, and while subjected, necessarily, to military discipline and training aboard ship discharged all their functions in entire subordination to the civil branch. They have been regarded as a national constabulary rather than as a naval force. At the same time Congress, as if to show more conclusively its intention that the cutter system should always remain attached to the civil establishment, by the act of 1799, provided for the only exigency in which it need be availed of as a part of the naval force, giving the President authority to cause its vessels to cooperate with the Navy when their services should be necessary. That was the time, if ever, to attach it to the Navy. Failure to do so at that time argues the purpose of Congress to retain it forever as a part of the civil force.

History shows that no change in existing law is necessary to enable the Revenue Marine to be used for the national defense if demanded. Its vessels have participated in every war with signal public advantage. Its officers have always acquitted themselves well in such service. They have not failed in their duty. Nothing in their performances has indicated that a transfer to the Navy would make the service more effective in such emergency.

The people have always jealously guarded the civil functions from the encroachments of the military power and have shown a desire to restrict the Army and Navy in times of peace to the most limited numbers compatible with the manning of the forts, the defense of the frontier, and the protection of our flag in foreign waters. Any attempt to induct the Army and Navy into the civil offices has been met and promptly restrained by adverse public sentiment.

The present system has been maintained for nearly a hundred years, whether in peace or war, in prosperity or calamity to the country, and has stood the test well; but it is now proposed by the pending bill to throw away the experience of ye[illegible]s and enter upon the field of experiment. Hereafter the Secretary of the Treasury, w[illegible] desiring to hunt down the smuggler or check any infraction of laws whose execution falls under the Treasury Department must call upon the naval force of the United States. True, the bill provides that the vessels of the Revenue Marine Corps of the Navy shall, upon requisition of the Secretary of the Treasury, be assigned for the protection of the revenue, but certainly his authority over the corps would be secondary to that of the Secretary of the Navy. He would have no control over the discipline of the corps; he could not change the stations or control the movements generally of the vessels; he could not even select officers for special service or particular duties without an appeal to the Navy Department. We should thus have the anomaly of the department charged with the collecting of the revenue having no real control over the force for protecting it, and the department charged with protecting the revenue having no hand in collecting it.

THE REAL MOTIVE OF THE PROJECT.

What is the excuse held out for introducing this confusion into the now harmonious and efficient civil system? What is the motive for inducting the military into the civil offices? What incentive is offered for overturning the practice of a century and reversing the judgment of the founders of our national polity? What is the argument presented to Congress for legalizing this startling innovation upon the traditional policy of the Government? The reply is found in the assertion of the honorable the Secretary of the Navy that employment must be had for the surplus Navy officers; either this must be done or a large reduction will be made, Congress having at its last session inserted the knife into the bud in the matter of reduction, to be followed soon by laying the ax at the root of the tree.

Is it true that we are asked to build up an aristocracy of naval officers in our country? These young men having been educated by the Nation, at a cost of many hundreds of dollars for each, while the ordinary sons of the people were gaining their education with personal toil and sweat, are the people to be now laid under still further tribute for the benefit of the favored naval officers, and even the civil force displaced in order to afford them continuous tenure?

In the civil branches of the Government when the duties of an officer cease, when the occupation is gone, it follows that the office itself is abolished and the incumbent relegated to private life. No one thinks of asking the continuance of a land office after the public lands within its scope are disposed of. Also, when the business of a revenue district ceases the collector and his employees are discharged. Yet here is a class already favored by a liberal education and generous maintenance at the hands of the country, when the legitimate business in the line of their training no longer offers, asking the adoption of a new theory of government by which may be turned over to them to furnish excuse for their retention in office the work now being well done by a body of the civil officers.

With the fact in view that in the theory of our Government the place of the military is in strict subordinacy to the civil power, is the recommendation of the head of the Navy Department defensible? Is it not to be condemned as in conflict with the principles of republican government?

We are told that the Revenue Marine is not naturally connected with the Treasury Department; that it does belong naturally to the Navy Department, and are left to infer by the honorable the Secretary of the Navy that its transfer would improve its administration and promote its efficiency. It is true that no defect of management is pointed out and no particular in which it would be improved by such change.

DOES THE CONDITION OF THE NAVY WARRANT THE CHANGE?

The bald recommendation for the transfer comes, too, upon the heels of a dolorous statement of the present deplorable condition of the Navy. Out of 50 vessels of war, one only of which is of the first rate, but 31 are in commission, and all are condemned as unfit to cope with the warships of other countries. Not one modern high-power cannon is included in their armament, for the excellent reason that there is not one such in the whole Navy. Of the eight navy yards, with their immense and costly plant of docks, workshops, dwellings, machinery, and tools, five at least are reported as unnecessary. The Secretary gives a sample day of their cost (Nov. 11), for which the total pay roll at all the yards was $11,319. The enormous disproportion of 59 officers to every vessel in commission is adverted to in the report, coupled with the suggestion

of a further reduction in this superfluous list beyond that provided for by Congress last summer.

Following these lamentable disclosures the Secretary touches softly upon the system of favoritism that has prevailed regarding assignments of officers, sadly remarking that if allowed to continue the naval service will soon become fatally demoralized.

The Secretary might have gone further and shown that while other nations, on an expenditure proportionately far below that of our country, have kept abreast with all modern improvements in ships and guns, we have steadily deteriorated in both, until practically the zero mark has been reached.

Comparative statement of the navies of six great nations.

Nation.	Number of ships.	Vessels of war.		Number of modern war cruisers.	Number of officers.[1]	Number of seamen, boys, and marines.	Number of men to each officer.	Annual cost.
		Number of iron-clads or armored ships.	Thickness of armor.					
			Inches.					
Austria	58	13	4½-14	7	664	7,469	11+	$4,600,000
Germany	[2] 79	[3] 20	5 -10	13	682	6,683	10—	11,164,000
Italy	[5] 66	[6] 17	4½-22	49	989	9,723	10—	8,900,000
United States	[7] 139	[8] 20	4½- 7	12	2,033	9,322	4½	16,100,000
France	356	59	4¾-22	50	6,649	62,634	9½	41,000,000
Great Britain	553	75	3 -24	115	4,988	53,812	11	51,800,000

[1] Including officers of marines.
[2] Thirteen building.
[3] Seven building.
[4] Six building.
[5] Besides many smaller vessels.
[6] Four of these are the largest, swiftest, and most heavily armored and armed ships ever built, carrying each four 100-ton Armstrong guns.
[7] Of these only 57 are serviceable, including small dispatch vessels, torpedo rams, and the monitors for harbor defense.
[8] Monitors for harbor defense, including four new ones begun and three requiring extensive repairs.

Examining this table, we observe that the United States have 25 per cent as many ships (including the unserviceable), but only 17¾ per cent as many in commission as England. That to man these we have 18 per cent as many men as England, or about the same proportion of men to vessels, if tonnage were equal; but the ratio of our officers to those of England is 41 per cent, or nearly 2½ times greater than that of ships or men.

While Italy has a powerful navy, with 49 heavily armored modern war cruisers, 4 of which are equal to any naval ships in the world; while she employs nearly 1,000 more men to man them than we muster, she has less than half the number of officers and spends only about one-half as much annually to carry on her efficient and formidable force as we spend upon our insignificant collection of antiquated hulks.

A further glance at the table shows that the United States has more than double the proportion of officers to men of any nation. Could there be a stronger proof that our Navy is top-heavy with officers than is shown in this comparison? Even if the United States Navy should become in years as strong in ships and guns as that of Italy, half its present number of officers would yet suffice. There seems no likelihood that any future exigency will arise which would warrant the retention and support of the great horde of idlers now on the rolls. Even if a remote contingency would warrant it, the demoralizing effect of idleness meanwhile upon even a willing and able body of men would weigh strongly against such retention.

The most shameful misapplication of means to ends in the management of the Navy is, however, shown in the column of annual expenditures when considered in connection with the facts in the rest of the table; for while the United States have a navy not worth mentioning in comparison with that of either of these great powers, the statistics show that it is spending yearly a far greater proportionate sum upon the floating mass of incompetency known as its Navy than any of these nations spends upon its powerfully armed fleet.

Our Navy expends yearly 29½ per cent as much as England for construction and repairs and cost of yards and docks; yet while England includes in this the yearly addition to her navy of 10,000 to 15,000 tons in new vessels, we include none.

At our ratio of expenditure we should add 3,000 to 5,000 in new tonnage every year. Although we add nothing, yet this ceaseless grind of $11,319 a day for maintaining the

navy yards (five-eighths of which, according to the Secretary's report, is unnecessary) goes steadily on, and the annual millions for construction and repair continue to be swallowed up and leave no monument.

The figures of the table, although they touch only upon principal points of comparison, are full of instruction and significance. Were the comparison carried further, to embrace the details of management and expenditure, the results would be still more astonishing.

It would be interesting to inquire how the $369,000,000 which Congress has provided for the Navy within the 17 years since the close of the late war has been spent; to learn by what superlative neglect our Navy has dwindled from the 675 vessels which it maintained at the beginning of these 17 years to the 139 of all classes it now carries on the list, yet among which is not a single effective modern cruiser. It would be interesting to ascertain what maelstrom has sucked down this goodly fleet of 536 ships of the Navy, their decks strewn with the Nation's gold to the tune of more than $21,000,000 a year.

It would be a further interesting study, in view of the fact that we have neither vessels nor ordnance in the Navy, to determine what has become of the vast sum of $98,435,875 which has been appropriated within the past 17 years for the construction and repairs alone of naval vessels, and of the $12,832,029.23 which Congress has provided for ordnance during the same period, not to speak of the $32,724,712.48 appropriated for the maintenance of navy yards, making the towering aggregate of $143,992,617 which the Nation has contributed toward the vessels of the Navy and their armanents since the last war. Such enormous expenditures of money in ordinary business are expected to produce some fabric, some edifice or structure; in this instance the result seems nothing.

It is not my purpose to charge intentional extravagance or profligacy upon the Navy, but I do say that the published reports constituting the financial history of that department afford an inviting field of inquiry when the Navy seeks the absorption of the civil departments on the ground of the superiority of the naval methods in management and economy. If the school of economy to which the Revenue Marine is to be turned over is such as that shown in the affairs of the Navy, if such is the management by which the promised improvement is to be gained, if the results indicated are such as flow from the "superior discipline" of the Navy, it is respectfully suggested that Congress pause before trying to improve the civil service by the experiment which is invited.

REASONS ALLEGED FOR TRANSFER NOT VALID.

As an argument for the transfer, considerable stress is laid upon the benefit to be derived by the young naval officers in their service upon the revenue cutters, from the practice it would give them in handling ships in shoal waters and narrow harbors, and the opportunity it would afford them of learning pilotage. No one will dispute that they need this sort of knowledge, but I venture to suggest that they need not be consumed with ungratified ambition in this regard, even under present conditions. Furloughed naval officers might now, without infringing any law, find employment on merchant steamers and ships in the coasting trade, where the facilities for learning pilotage and the handling of vessels would be equal to if not better than those on revenue vessels, and thus be brought into useful association with a class of maritime officers who maintain their character and positions through their business energy and the mastery of their profession rather than through advantages of education or social standing.

It would indeed seem creditable were the 236 naval officers now waiting orders (for the payment of whose salaries an aggregate of $376,000 is annually drawn from the Public Treasury) to find some useful employment by which they might improve themselves in their profession, if they are to be retained.

If to the naval officers waiting orders we add those on shore or other duty, we find 880 officers not required to officer the ships, drawing in salaries annually the total of $1,944,500. This calculation does not embrace the officers of the Marine Corps, who receive yearly $174,040. Yet Congress is asked, as a measure of economy, to turn over the Revenue Marine, costing only about $950,000 annually, to a department wasting every year upon its surplus officers at least $1,000,000.

It is understood that the claim is advanced that the Revenue Marine and other kindred branches of the civil administration which do business on the water should be turned over to the Navy, because the latter is also a floating service. As well might the Army, on the score of being a land service, demand that all the work of the Government upon the land be turned over to the War Department. With these theories prevailing we should indeed simplify our form of government, for we should need none but military officers to manage the affairs of the country.

The fact is, the business of the Revenue-Marine officer is as distinct from that of the naval officer as one land service is from another. The military drill and instruction of the Revenue-Marine officer do not necessarily make him a naval officer, any more than the present education of a naval officer fits him to manage vessels in harbors and along the shoal waters of the coast. It is pertinent to mention here that naval officers in command of vessels have been particularly unfortunate when cruising near the coast. A noteworthy evidence of this is seen in the disasters which have befallen their vessels voyaging to Alaska and the northern Pacific waters within the past few years. The steamer *Suwanee*, 746 tons, struck on a rock and was lost in Shadwell Passage, British Columbia, en route to Sitka, July 9, 1868; the steamer *Saginaw*, 282 tons, was lost while on a surveying mission October 29, 1870, on a shoal off Midway Island, Pacific Ocean; and the *Saranac*, a steamer of 1,238 tons, struck on a reef and was lost, June 18, 1875, in Seymour Narrows, British Columbia, en route to Sitka. Not a few, comparatively speaking, of the 536 naval vessels which have vanished within the last 17 years may be accounted for in like manner.

These vessels were lost in ordinary cruising. In contrast to these losses may be placed the fact that the vessels of the Revenue Marine have cruised to Alaska every year since the acquisition of that Territory in 1867 without loss or serious damage to any vessel. Singularly enough, one of the few instances of a cutter touching upon the bottom having occurred to the *Corwin* last summer when transporting to San Francisco the people of the lost naval exploring steamer *Rodgers*, destroyed by fire the preceding winter in the Arctic Ocean.

The facts presented effectually settle in the negative the question of increased economy of management, which it has been claimed would result from a transfer of the Revenue Marine to the Navy Department.

There is one slender argument yet remaining—that of the Revenue-Marine cadet system. Congress provided for the system only in 1876, and in such a modest way that the steps in its conduct so far have been necessarily more experimental than otherwise.

The vacancies in the Revenue Marine Corps average from four to five a year. The small number of cadets appointed for these vacancies are educated on a revenue cutter without inconvenience. Congress, in providing for the system (vol. 19, U. S. Stat., p. 107), made no appropriations for its maintenance, and none has ever been asked. The cadets are appointed to places made vacant in the grade of third lieutenant, and the vacancies in the latter grade are held open until the graduation of the cadets. The pay of cadets being but three-fourths that of a third lieutenant, there is a considerable annual saving from the difference of pay for such places as are held in abeyance. Indeed, this saving more than equals all the expenses of the cadet system. The instruction is given on board a vessel fulfilling her regular duties upon one of the stations of the service at a point where a cutter has always had headquarters. The results of the trial already had of the system are favorable, although it has some defects, one of which is that the course is too short. It should be extended to four years. The pay is, on the other hand, too much, and should be reduced to about $500 a year. Under no circumstances can the cadet system of the Revenue Marine ever prove embarrassing or expensive even in a small degree as is that of Annapolis in a large degree. As to the suggestion that these cadets ought to be educated at the Naval Academy, the answer is made that the course of study and the methods of instruction at that institution are not suited to the wants of the Revenue Marine. If the attempt were made to instruct Revenue-Marine cadets at the Naval Academy, it would be found necessary to provide a separate course for them. If the present inexpensive system of instruction for Revenue-Marine cadets were to be discontinued, it would be far preferable to return to the old system of recruiting the corps of officers by means of competitive examinations open to persons who have already had practical sea experience in the merchant service, rather than to draw from graduates of the Annapolis school. The system of admission upon competitive examination would not bar out young men in civil life who had been educated at Annapolis, but they would have to compete for the places like any other applicants. The system referred to, as being in vogue up to 1876, had in it many commendable features; and, while desirous of giving the cadet system further trial under such improved conditions as have been heretofore recommended, there is no disposition to cling to it unless improvements can be added. As before stated, the services differ so widely in their objects and aims as to be practically distinct.

With but four to six vacancies occurring annually in the Revenue Marine, how meager the argument that the absorption of this service as proposed would afford appreciable relief to the naval corps, whose ranks are burdened with nearly nine hundred clamorous idlers.

NAVY METHODS CUMBROUS AND EXPENSIVE.

Were the revenue vessels, now sound, staunch, and seaworthy, turned over to the Navy Department, what reason have we to believe that they would not soon become worthless under such management as has brought the Navy to its present state of degeneracy and ruin. These vessels would be subject to the navy-yard systems. Their repairs must fall under the various heads of bureaus of the Navy Department. The work now done under one direction or management would under naval control be variously parceled out. Each revenue cutter would pass through some such ordeal as this: The Bureau of Navigation would have the assignment to stations of the vessels and officers; the Bureau of Steam Engineering, the boilers and machinery; the Bureau of Construction and Repair would take in hand the hull; the Bureau of Ordnance would see to the cannon and small arms; the Bureau of Provisions and Clothing would provide for the clothing and rations; the Bureau of Equipment and Recruiting look after the vessel's outfits and the enlistments of the sailors; the Bureau of Medicine and Surgery see to the replenishing of the medicine locker and place a surplus medical officer in charge. Should the craft become utterly dismembered in this circuitous voyaging from one bureau to another, she might be turned over to the Bureau of Yards and Docks, under whose supervision she could find a resting place in some snug berth where she might decay and drop to pieces undisturbed. Seriously speaking, this bureau system could not but prove cumbrous and expensive applied to revenue vessels. Its circumlocution would necessarily cause embarrassing delay in effecting the simple repairs that are frequently required upon the cutters to keep them in condition for active work. Such delays in case of vessels whose service is often valuable only as it can be rendered with promptness and celerity would be especially detrimental. These detentions would prevent a ready compliance with the requisitions of the Secretary of the Treasury for vessels for special duty.

Again, the cost of doing work at the navy yards is well known to be much greater than by contract with private parties. The system of labor alone would cause an increase in cost, which would be augmented by other causes adverted to before.

It is inevitable that great loss in economy would result from the transfer.

WOULD SMUGGLERS BE GOOD CUSTOMS OFFICERS?

Aside from the question of economy or other administrative reasons before referred to, there is another quite important one for withholding from naval officers the delicate duty of protecting the revenue. Notwithstanding the provision of law (sec. 1624, U. S. Rev. Stats.) that "no person connected with the Navy shall, under any pretense, import in a public vessel any article which is liable to the payment of duty," from time immemorial one of the most difficult kinds of smuggling against which the vigilance of the customs officers has been directed is the introduction of dutiable goods in the baggage of naval officers returning upon vessels of the Navy from foreign stations. While stringent regulations are maintained and enforced against the smuggling of merchandise by passengers of the general public arriving at our ports from abroad, not only their baggage but even their persons being subject to search by the inspectors, no certain means exist of reaching the personal baggage of the naval officers returning by their own ships. No oath or certificate is required of them that they have not in their effects dutiable goods in fraud of the customs revenue. Enjoying such immunity there is no check or restraint upon them beyond that imposed by a sensitive conscience. Statesmen, judges, tradesmen, and others of the general public are not exempted from the search, but naval officers may escape it. A casual inquiry into the subject covering only the period of five years, beginning with 1878 and ending with December, 1882, shows that five naval vessels returning from foreign stations within that period have been used by naval officers in violation of section 1624 of the statutes, as transports for the importation of merchandise, and that the attempt was made to land such merchandise without the payment of the duties prescribed by law. The value of goods (appraised by the naval officers themselves at a nominal price in many cases) thus unlawfully imported and landed is over $7,000. The number of officers of the Navy directly concerned in this business was over 50. Forty-two packages were seized at the express office where they were being shipped beyond the reach of customs officers. Some of these packages were addressed to naval officers, others to families of naval officers, and others still to private citizens. One package, containing 288 pairs of kid gloves, was addressed to a merchant in New York City. In this connection must be noted the remarkable fact that these scandalous infractions of law and the naval regulations seem not to have been visited with discipline.

If naval officers, sworn to observe the laws of their country, can thus unblushingly violate the law as well as the duty of good citizens; if they are thus recreant to the trusts with which they are charged, can they ask to have other and more delicate duties intrusted to their keeping? Would not naval officers commanding revenue vessels be tempted to shield their brother officers returning with the "spoils" of a foreign cruise, especially since their turn to go abroad might be near at hand? Would the naval officer fresh from abroad, his baggage plethoric with such peculations, be the proper person to guard the coffers of the Treasury? Would the department, which by its failure to punish these violations seems to wink at plundering the revenue, be the proper one to superintend its protection?

FAILURE OF FORMER ATTEMPTS AT TRANSFER.

The movement now being made for the transfer of the Revenue Marine is not the first attempt of the Navy to absorb this service. A similar attempt was made in 1843 and met with deserved failure. The Hon. Walter Forward, then Secretary of the Treasury, having been requested by a committee of the Senate to give his views on the proposition, expressed strong disapproval of the plan. He deemed that there was manifest propriety in a continuance of the existing system; that the change, to use his language, was "calculated to embarrass the operations of this department in carrying into effect with proper energy the legal means placed in its hands for the security and protection of the revenue." He adds, significantly: "Without intending any disparagement of the officers of the Navy, it is not believed that the habits and discipline of that meritorious class of men are calculated to suit the character of the service to which it is proposed to assign them, especially when they must be subjected to the orders and directions of the collector of the customs, as provided by the ninety-ninth section of the act of 2d of March, 1799, which subjection is deemed highly essential, both for the efficiency of the duties to be discharged and the better security of the interests of the revenue."

Referring to the trial given the employment of naval officers in the service upon revenue vessels, but discontinued in 1832, he says: "After a short trial it was found necessary to discontinue [it] in consequence of the difficulties and objections which occurred in the practical operation of the measure."

The Committee on Commerce of the Senate presented, through Senator Huntington, of Connecticut, an adverse report upon the proposition of 1843, to hand the business over to the Navy Department. I quote from their report some pertinent passages: "The duties required of those who have the command of these [revenue] vessels are such as belong almost exclusively to the enforcement of the revenue laws. Hence it seems to be peculiarly appropriate that those employed in this service should be under the direction and control of the officer who is charged with the execution of the laws relating to customs. This was the leading feature of the policy which led to the establishment of this branch of the public service. It has stood the test of time and experience and has 'worked well.' To abandon it for the purpose of trying a new experiment would be at least hazardous and is not called for by any exigency known to the committee."

They add further on: "The committee are satisfied that sound policy requires that the revenue service and the naval service should be kept distinct, * * * and [the former] under the direction of the Secretary of the Treasury."

It is needless to add that the action of the Senate was in accord with the report of the Committee on Commerce. It is observed that Congress has always looked coldly, not to say with displeasure, upon every attempt of the Navy to aggrandize its power by absorbing the functions of civil administration.

Looking back, we find arrayed against this measure Alexander Hamilton, the author of our system of finance, and two other eminent Secretaries of the Treasury—Louis McLane, in 1832, and Walter Forward, in 1843. We have also an unbroken line of Secretaries of the Treasury, from Hamilton to the present time, whose approval of the present arrangement as wise and salutary seems attested by their acquiescence. It remained for a master in the Navy— whose report is appended to the annual report of the honorable the Secretary of the Navy, and upon the statements of which the latter appears to have based principally his recommendations for the transfer—to discover the incongruities of the system and point out its hidden defects, to teach statecraft to statesmen, to roll back the curtain of time and reveal the errors of judgment of the founders of the Republic.

THE SCHEME IMPRACTICABLE AND COSTLY.

The Revenue Marine, which has earned a respectable place in the Nation's history, would seem to have rights and be entitled to consideration at the hands of Congress as well as the Navy, yet the proposition is to wipe it out, to sink its history, to place its

officers in unequal service with naval officers. If the latter had, with thought and enterprise and by industry and energy, built up some civil branch in the Navy Department and now sought legal authority for its continuance in the unnatural relation, their demand might seem to have some ground of justice, but to come with bold effrontery and ask Congress to strike down an honorable and efficient branch of the civil establishment in order to benefit naval officers may perhaps be characterized as impudent. It is not often that the National Legislature is asked to perpetuate so great a wrong for the benefit of a class already highly favored.

It may be said, in passing, that the defects of the pending bill are numerous and that it presents in a most repulsive light the formulation of the proposition conclusively shown to be repugnant to fair dealing and public justice. The imperfections of the bill are, however, merged in the general objections which surround the whole plan of Navy aggrandizement. Nevertheless, were the reasons as strong in favor of the transfer of this branch of the civil service to the Navy Department as they are against it, this bill would still be bad and its passage be hurtful to the public interest.

A few more words upon the question of economy as involved in the proposed transfer. Should naval officers take the place of the Revenue Marine, the increased pay alone of the corps would be, at a reasonable calculation, $50,000 a year. Were the officers detailed all holding commissions more than five years old the increase would be exactly $64,000; but if some were newly commissioned, the increase would be correspondingly less.

So far from the change being in the interest of economy, the testimony shows the reverse to be true. The cost of the service would be largely increased in all the items that enter into the expense of its operation.

But more, even, than the increased cost of management would be the incapacity of naval officers for the work, their experience and education all tending in a different direction. Moreover, they would never become proficient in the duty. By the rules of the Navy Department governing details of officers two years is the usual length of an officer's tour or period of service upon a particular duty or station. Following this rule, a naval officer, after two years' service upon a revenue cutter, might be expected to go to sea on a naval vessel. If he were subjected to his fair rotation of duty, he would take the rounds of the naval stations, first to one and then to another of the five squadrons maintained by the Navy, designated as the North Atlantic, South Atlantic, Pacific, Asiatic, and Mediterranean. Completing this round, he might be assigned to shore duty for 2 years longer, making 12 years in all, when he would be again eligible for assignment to a revenue vessel. His first limited experience would have been forgotten in the interim. Under such an arrangement the revenue vessels would soon become subject to the same sad train of collisions, strandings, and other disasters which now beset the naval vessels upon our coast, when, as appears by the information recently furnished Congress (vide H. Ex. Doc. No. 26), there are in a single year 27 casualties for 32 vessels of the Navy in commission. Years of patient and industrious application are necessary to enable the Revenue-Marine officer to become proficient and skilled in his profession and the duties incident thereto. In the system of shifting details to which naval officers are necessarily subjected, if the service be impartially administered, it would not be possible for such officers to become fitted for the business of revenue officers.

Forty years ago the Senate said that the Revenue Marine had stood the test of time and "worked well." The same may be now affirmed in still stronger terms.

The good condition and efficiency of the Revenue Marine, justice to its officers, its history, its record, demand its retention in the Treasury. The convenience of the public business, the relations of this branch to other civil branches in the Treasury, the natural order, the harmony, the fitness of things, demand its retention. The bad condition of the Navy, the extravagance in the management, the disregard by its officers of law and regulations, their unfitness for the work, forbid the transfer to that department.

Finally, it may be said that against the scheme of enlarging the scope and power of the Navy Department by endowing it with a great body of civil functions, of which the pending bill is but the entering wedge, are arrayed all the traditions of the Republic, all the precedents of congressional action, all considerations of sound public policy. The judgment of our country's founders is against it, the custom and practice of years are against it, the voice of the people is against it.

Very respectfully,

E. W. CLARK,
Chief Revenue-Marine Division.

Hon. CHARLES J. FOLGER,
Secretary of the Treasury.

The proposal was again renewed in 1889 by Hon. Benjamin Tracy, Secretary of the Navy, in his annual report for that year. Regarding this proposal, he said:

[Extract from report of Secretary Tracy for 1889.]

THE REVENUE-MARINE SERVICE.

The recommendation is made by the Board of Visitors at the Naval Academy that the officers of the Revenue-Marine Service should be taken from the graduates of the academy. This suggestion is sound and timely, but does not go far enough. The extravagance of maintaining in the United States what are practically two navies, one for ocean service and the other for coast service, supplied by two naval academies, one of which discharges half of its pupils at graduating, has at different times been pointed out, and nowhere more forcibly than in the reports of the Secretary of the Navy for 1882 and 1883. The report for 1882 says:

"In the interests of economy the change suggested is desirable. While the Navy proper is being reduced, the Government is keeping up a revenue navy of 34 captains, 86 lieutenants, and 65 engineers; in all, 185 officers. Two training schools are maintained to do the work of one. The Naval Academy at Annapolis is supplied with a full corps of instructors, and every appliance for the training at all times 335 naval cadets. At the same time another school is maintained at New Bedford for the training of Revenue-Marine cadets, covering the same ground, only in a limited degree, and with imperfect appliances. The Revenue-Marine cadets receive $900 a year during their service at the school.

"Recent legislation has provided that only a part of each graduating class at Annapolis shall enter the Navy, while the remainder shall be given a year's pay and remanded to private life. All these young men, upon whom the Government has bestowed a gratuitous education, are well fitted for their profession, from which they are thus excluded; and by opening the cruising-cutter service to these graduates of the Naval Academy the Government will save, at a single stroke, the whole cost of a duplicate establishment."

The department therefore strongly recommends a consolidation of the coast-guard Navy and the ocean Navy. It is believed that no practical difficulties lie in the way of its accomplishment. The present Revenue Marine, composed of some 200 officers, should be taken bodily into the naval service, subject in all respects to the laws, and entitled to all the privileges which attach to the naval commission.

The interests of the existing Revenue Marine officers being thus carefully guarded, their employment and emoluments will continue as at the present time. As vacancies occur at the foot of the list they should be filled, not by special appointment, but by the temporary detail of junior naval officers, thereby diminishing the number of cadets discharged each year from the graduating class at the academy. As the numbers of the Revenue-Marine Corps decrease, the number of junior officers of the Navy employed on the duty would increase, until in the course of time the corps would pass away by the operation of natural causes, such as retirement, death, and resignation.

As to employment, the officers of the Revenue-Marine Corps, as long as it lasted, and those of the Navy supplying the places made vacant in the corps, would perform the duties now incident to the Revenue Marine. The cruising cutters should be officered and manned by a force fully incorporated in the naval organization.

The duties of the Navy and Revenue Marine are identical in general character, and differ only in their administrative objects. One polices the ocean, the other the coast. The seizure of smugglers, the only duty of the Revenue Marine that has direct relation with the collection of customs, is precisely similar to the duty of naval officers in seizing vessels engaged in contraband trade in time of war. Other duties of the Revenue Marine, such as the enforcement of the neutrality laws and the suppression of piracy and of mutinies in merchant vessels, are now actually imposed on and performed by the Navy in common with the sister service.

The rescue of distressed vessels and seamen on our coast is as much the duty of naval as of revenue officers, and the only reason why the former do not perform it is because they are not on the coast or have no suitable vessels for the service. For the other miscellaneous duties of the Revenue Marine, such as the enforcement of the laws applicable to shipping, the prevention of unlawful traffic in firearms in Alaska, and the protection of the seal fisheries in Bering Sea, naval officers are perfectly well fitted. Finally, in time of war both law and custom sanction the employment of the Revenue Marine in naval operations.

The practical identity of the services lies in the fact that both are nautical and both are military. There is absolutely no reason for a distinction between them, and a

consolidation would inure to the advantage of both; and it is believed that the officers of both services would regard the change with favor. The junior naval officers who would gradually obtain employment in the cutters would find the service of great practical benefit, and the knowledge they would thus obtain of the pilotage of our own coasts and harbors would be an overwhelming advantage to the Government during their whole professional career. Finally, in the interests of a sound economy, the consolidation must sooner or later take place, and the sooner it comes the better it will be for the country, for the Navy, and for the Revenue Marine.

Bills transferring the Revenue-Cutter Service from the Treasury Department to the Navy Department were introduced in the House. A substitute bill (H. R. 6944) was reported favorably by Mr. H. C. Lodge from the Committee on Naval Affairs,[1] and passed the House but failed to pass the Senate, although favorably reported by the Senate Naval Committee, April 2, 1890. A similar bill had been favorably reported by the Senate Committee on Naval Affairs on the 14th day of February, 1890.

The report of the House committee reproduces the recommendations of Secretaries Chandler and Tracy, and also a letter by Mr. Windom, Secretary of the Treasury, approving of the transfer. Following is a copy of this letter:

TREASURY DEPARTMENT, *January 9, 1890.*

SIR: I have respectfully to acknowledge the receipt of your letter of the 2d instant, transmitting for my examination and views House bill 450, providing for the transfer of the Revenue-Cutter Service from the Treasury Department to the Navy Department, and in reply have the honor to state that I have examined the bill with the view to the interests of the Government and the officers concerned, and that it meets with my approval.

The bill is herewith returned as requested.

Respectfully, yours,

W. WINDOM, *Secretary.*

Hon. CHARLES S. BAKER,
Chairman Committee on Commerce, House of Representatives.

The conclusion of the House committee as contained in its report was stated as follows:

In conclusion, your committee will say that the proposed transfer will result in a large saving to the Government, as will be seen by the following estimate (Appendix A) and they, therefore, believe that on every ground of efficiency and economy the bill should pass.

The conclusions of the Senate committee were stated in the following terms:

It thus appears from its history that the naval character of the Revenue-Cutter Service has been recognized from its foundation, by its employment in warlike operations in every war in which the country has engaged, by its prescribed duties, by the armament of its vessels and their crews, and by uniforming and giving naval rank to its officers.

Although doing naval duties in times of peace and war, it has been hitherto, and now is, occupying the anomalous position of being under the control of the Treasury Department. All its duties are naval,[2] the only association they have with the Treasury is that these duties are performed for protecting the revenues of the Government. All the appliances used and the services rendered are essentially such as pertain to a naval establishment.

It would seem, therefore, to need no argument to show that a service that requires officers to command public armed vessels and seamen to man them should be a part of the Naval Establishment.

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[1] H. Rept. No. 76, 51st Cong., 1st sess.

[2] This is not true at the present time, and for that reason the commission is not now recommending the transfer of the entire service to the Navy Department, but only that that department shall hereafter discharge the naval duties now being performed by the Revenue-Cutter Service.

It should be stated also that the officers of the Revenue-Marine Service at this time were strongly in favor of the transfer. Of the 206 officers then in the service, 198 joined in a petition addressed to the Secretary of the Treasury urging that this action be taken. Following is a copy of this petition:

Hon. WILLIAM WINDOM,
Secretary of the Treasury.

SIR: We, the undersigned, commissioned officers of the United States Revenue Marine, represent that for many years efforts have been made before Congress, always with the approval of the honorable Secretary of the Treasury for the time being, looking to the promotion of the interests of our service; that of the numerous appeals made, whether through bills presented to Congress or upon the recommendations by your honored predecessors, not one has been successful. We now appear before you as petitioners earnestly invoking your aid to obtain, through the National Legislature, the relief we seek from the injurious distinctions which exist between the Revenue Marine and kindred branches of the public service. To this end we have the honor to submit what follows as setting forth some of the most glaring and undeniable facts bearing upon the disadvantages under which we labor.

While many of our duties (mainly those which pertain to the customs service) are characteristic of the civil establishment, our organization, training, discipline, naval rank (conferred by law), the equipment and armament of our vessels—all are military. Thus, while allied to both the civil and military services of the Government, and constantly discharging functions common to both, we are upon an equal footing with neither.

The hours of duty or labor required of the civil employee of the Government are fixed by law, are comparatively few, and confined to daylight, usually from 9 a. m. to 4 p. m. He is subjected to no sudden or unusual calls which demand of him an exhibition of manly fortitude or courageous effort, and never to risk his life to save others; no life or property is ever in jeopardy for the loss of which he can be held even remotely responsible; when his office hours end his work is done, and the rest of the day is his in which to do what he will; overtaken by sickness, his pay goes on and no reduction is made; he is given by law 30 days' leave of absence each year without forfeiture of salary; he can choose his own home and secure its privacy; here he can gather about him his household goods, and enjoy the congenial circle of friends of his choice, live in accord with his tastes and within his means; he has but the one home to maintain, and, being constantly at its fireside, can practice such economy of his means as will secure him against privations in his declining years; he experiences no more of the vicissitudes of life than the ordinary salaried man of business—hardly so much, because his income is assured; should sickness or death invade his home he is always within call; he can devote his leisure to such interests and occupations as taste and inclination may dictate, thus gratifying desires which render life most endurable, while not a few instances can be cited wherein the incumbents of public office thus circumstanced have been enabled by the leisure afforded them after office hours to qualify themselves for the practice of law, medicine, and other professions; in short, the choice is left to him whether he will be a drone in the hive or become a useful citizen, fitted to cope with his fellow man in any or all the avenues of life.

On the other hand, the officer of the Revenue Marine has no settled home or habitation; he is, by force of circumstances, a nomad; he has two separate and distinct establishments to maintain—his own temporary resting place on shipboard and the equally transitory lodgings of his wife and family on shore; he is confined to cramped and inconvenient quarters, in which, for the most part, decent privacy is denied him; he inhabits, with half a dozen others, a room 10 feet by 18 feet. Here he must eat, sleep, perform his ablutions, receive and entertain his friends, and break his daily bread with the congenial and uncongenial alike; his sleeping berth is barely large enough to contain his person; his comforts are such as he can catch as his life wears on; his hours of duty embrace the night as well as the day, and cover the whole 24; he is burdened with the responsibility of many lives, as well as with the care incident to the safety of the property confided to his skill and courage; he must brave the terrors of Arctic seas and face the rigors of the terrible winters of our northern seaboards; he must expose himself to the malaria of our southern harbors, and to the yellow fever in the Mexican Gulf; he must cheerfully leap from his berth at midnight to obey, often half clad, amid storm and tempest, the summons to save life and property. Amid all discomfitting and discouraging circumstances, in the faithful execution of his duty, his voice must be heard above the tumult and din cheerily encouraging his subordinates and giving to them the example of a leader for their emulation. Stricken ill in

the line of duty, he is rewarded for his abnegation of self by having his already small pay cut down, and this at the very time he most needs it; and so, absent from wife and children, home and friends, he fares as best he may; if he visits his wife and children after long absence, "on leave," he must pay for the privilege by having his pay reduced for the duration of the leave, be the same one day or 30; placed on "waiting orders," whether to satisfy an exigency of the service, or other, he must quietly submit, have his pay reduced, and defray his own expenses, out of what is left, to his post-office address.

The naval officer receives larger pay in the same rank and holds higher rank for the same service; his ordinary duties are less constant, less arduous, and less dangerous; his is a deep-sea service; ours a coasting service, which is the most hazardous and trying known to the seafarer. His pay is not cut down when sick, and he is entitled to 30 days' leave each year with full pay; if placed on "waiting orders" he is furnished transportation to his place of residence; he has constantly before him the incentive of higher rank; but, without that, his salary increases with length of service; wronged, he can appeal to a court of his peers, and no harm can come to him save through the sentence of such a court. If he loses his life in service, his widow becomes a ward of the Nation; when rendered unfit to discharge the functions of his commission, by reason of the infirmities of age or other disability, he is retired upon a competency and can spend his declining years in honor and comfort, earned by a life's devotion to duty. Every right and privilege enjoyed by the naval officer is carefully vested and guarded by law.

The officer of the Revenue Marine has none, can claim none of these things, and yet there is not a single valid reason that has ever been or can be advanced as argument for granting them to officers of the Army, Navy, and Marine Corps which does not apply with equal force in behalf of the Revenue-Marine officer. He discharges the multifarious, often delicate, and always onerous trusts imposed upon him, cheered by no expectation of honors, incited by no hope of other reward than a consciousness of duty performed. He has not a single vested right by virtue of the commission he holds. There is not a line in the statutes which guarantees to him a fair and impartial trial by his peers, that he may escape oppression and injustice. Neither is there a word in the law that places him upon an equal or fair footing with his brother seafarer of the Navy as to rank, compensation, rights, or privileges, and yet the duties and life of the one are strangely in consonance with the other, any existing differences being entirely favorable to the naval officer.

Thus have we endeavored to lay before you as briefly as possible a few of the salient reasons which actuate us in seeking relief, and having, as we believe, exhausted effort in other years to secure some of the rights and privileges to which we are justly entitled by virtue of our commissions and the service upon which we are employed, and which are so freely bestowed upon and guaranteed to the naval service, for which we are kindred, and failed, and believing, furthermore, that it is the unmistakable purpose that no measure looking to the retirement and pensioning of civil servants of the Government can pass Congress, we conclude that our best hope of obtaining what we seek is by transfer to the Navy, and we invite your able scrutiny, Mr. Secretary, of the proposed provisions of Senate bill 3924, which is designed to effect this. We respectfully submit that under the provisions of this eminently conservative measure no possible injury can result, and we earnestly contend that great good must accrue to the public service should this bill be enacted into law. Only the professional and military portion of the service would be affected by the pending measure; the force now at the disposal of the Treasury Department would be augmented, while your control of its operations would remain unimpaired, thus insuring the continued performance without friction of the duties now imposed upon the Revenue Marine; the transfer sought would relieve your department of the innumerable and vexatious details of a technical service, numbering 200 officers, 1,000 men, and a fleet of 40 vessels, while it would continue to obey, as now and heretofore, your mandates and the behests of law.

We who ask your favorable consideration, Mr. Secretary, of the measure submitted, constitute a large majority of the officers of the service whose destiny is affected by it, and we do most earnestly commend to you the assuredly undeniable fact that we, of all men, must hold most dear to our hearts and understandings the interests of the service in which we have the honor to hold commissions. We have won our present positions upon the lists, step by step, from the lowest grades known to the service; many of us have spent our lives from youth to manhood, and grown gray under the flag which our vessels wear, and we earnestly contend that, as compared with the Army, Navy, and Marine Corps, whose peers we are, the Revenue Marine is the poorest paid, least provided for, and hardest worked organization of commissioned officers in the service of the Nation. Notwithstanding the withering disadvantages under which our

service has always labored, we point with just pride to its record for efficiency and devotion to duty, whether it be amid the ice floes of Arctic seas, the winter tempests upon the rock-bound coast of New England, or in the fever-infected ports of our coasts bordering the Gulf of Mexico. From the performance of the arduous and exacting duties of the Revenue Marine for almost a century to the establishment and development of our great Life-Saving Service, which is without a peer on this globe, in which our officers have taken an active and conspicuous part, the record is unblemished and fairly incomparable.

In conclusion, sir, we beg you to take into consideration all these matters, and we ask most respectfully, but most earnestly, that you will lend us your powerful aid in our struggle for that recognition which so long has been withheld; and we entreat you to declare, when you come to give answer to the question we submit, if we are not justly entitled to the practical recognition of our services—the tangible reward we seek.

SUPPLEMENTARY REASONS TO THE PETITION TO THE HONORABLE SECRETARY OF THE TREASURY FOR THE CONSOLIDATION OF THE REVENUE MARINE WITH THE REGULAR NAVY.

NEW YORK CITY, *November 26, 1889.*

Having stated in the body of our petition such reasons as apply to the revenue officers individually, we beg to call your attention to the following, in which are set forth those which affect the policy of the Government:

First. Because the Naval Establishment should embrace and consist of all armed vessels of the Government which are officered by duly commissioned officers and manned by duly enlisted men.

Second. Because the consolidation in the manner provided and by the terms of this bill would be strictly in accord with the character of its organization in 1790, the leading features of which were to bestow military rank upon the officers, and to place the vessels, armaments, and discipline upon the same footing as that in vogue in the regular Naval Establishment.

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Fourth. Because the manifest desire of the people that the Naval Establishment of the United States should be commensurate with the power and dignity of the Nation there is no apparent way in which this establishment can be increased with such little expense, and, at the same time, with such great advantage to the public service, as by the proposed consolidation.

Fifth. Because by the provisions of this bill the force now at the command of the Treasury Department for the protection of the revenue interest of this country would be greatly increased, while, at the same time, the control and authority now vested in the honorable Secretary of the Treasury would in nowise be curtailed.

Sixth. Because Congress, while conferring upon the officers of the Revenue Marine rank relative with the Navy, and while constantly treating the Revenue Marine as a part of the regular Naval Establishment of the country, have as constantly refused to the officers of this auxiliary corps the benefits appertaining to the Regular Navy.

Seventh. Because the consolidation of the Revenue Marine with the regular naval service would in nowise conflict with the principles of economical administration.

Eighth. Because by the provisions of the proposed bill naval cadets now relegated to civil life from the Naval Academy, because of no vacancies in the Navy, would have their services accepted, and in consequence make some return to the Government for the expensive education bestowed upon them. At the same time the auxiliary naval school for the instruction of Revenue-Marine cadets would be abolished, thereby saving to the Government some $50,000 annually.

Ninth. Because by the consolidation of the Revenue Marine with the Regular Navy the Naval Establishment would be rendered more compact and strong and in every way be able to perform more efficiently the duties now imposed upon each service individually. The value of this unity of action in the event of war would be inestimable.

Tenth. Because it would give the young officers of the Navy, by virtue of the constant and active service, often hazardous in the extreme, that opportunity to acquire habits of command, readiness of resource, to become accustomed to responsibility and self-reliance while still active and adventurous.

Eleventh. Because there would be established at once a practical school in which young officers of the Navy would have afforded them excellent opportunities to learn the pilotage of our coast; boat duty under dangerous and difficult circumstances; handling vessels in crowded water; rescuing vessels ashore; getting lines to and towing vessels in heavy weather; taking care of and managing small vessels in gales along the coast; having, in fact, to perform various duties with small means and appliances,

in this and many other ways preparing them for the high commands and responsibilities which await them.

Twelfth. Because it will bring the officers of the whole naval service more often and more closely in contact with the business communities of the country, and thus enable them to better appreciate and understand the needs of commerce and its requirements, of which they are the guardians.

Thirteenth. Because, by virtue of the vessels, equipment, material, etc., of the Revenue Marine being put upon a footing compatible with modern naval requirements by reason of this consolidation, the country would have in time of war a fleet of fast vessels well armed, light in draft, highly efficient in speed, powerfully armed, and most eminently capable of performing the various duties of torpedo-boat catchers, dispatch vessels, scouts for the heavy fleets, keeping open lines of supplies, patrolling coast, rivers, and harbors, forming at all times one of the most powerful adjuncts to the country's naval forces.

Fourteenth. Because the consolidation with the Navy would relieve the honorable Secretary of the Treasury of detail duties regarding the personnel and matériel of the service, for which he has neither the time nor the technical knowledge to direct in person, and which in consequence demands a separate department for its management instead of coming under one individual naval head.

Fifteenth. Because, there being at present no provisions made for superannuated and disabled Revenue-Marine officers, the active list is burdened by a large number of old and faithful servants of the people, who, instead of being retired, prevent the promotion of young and active men.

Sixteenth. Because, while benefiting the interest of the public service, the consolidation would incidentally do justice to a body of public servants whose high standard of efficiency, devotion to duty, professional attainments, and personal character deserve at least a status of equality with brother officers in a contiguous service.

Seventeenth. Because the consolidation in the manner provided for in the proposed bill, while greatly adding to the strength of the Navy, does not violently disturb existing institutions or methods and will produce no friction in present operations.

Finally, it has been considered possible that the proposed consolidation would cripple the Treasury Department in the execution of the laws now committed to the Revenue Marine for enforcement. A careful consideration of the provisions of the proposed measure will dispel this notion and prove its sophistry. A sufficient answer to this suggestion is plainly in the measure itself, but experience has demonstrated that officers of the Army and Navy have always rendered as efficient service while under the orders of civil departments as while serving under their own departments. Officers of the Army are constantly on duty in the Lighthouse Service, which is a branch of the Treasury; so, also, are naval officers, from whose number are detailed the inspectors of districts, and who with our Army officers compose the Lighthouse Board, of which the Secretary of the Treasury is ex officio president. Officers of the Navy and naval seamen perform the work of the Coast Survey under a bureau chief of the civil service, who is under the orders of the Secretary of the Treasury.

It will thus be seen that the proposal to transfer the service from the Treasury to the Navy Department not only met the approval of the service itself, of the Secretaries of both of the departments affected, but that of the committees of both Houses of Congress to which bills to bring about the transfer were referred. Though passing the House and being favorably reported in the Senate, the measure did not, however, succeed in getting through the latter body.

The proposition was revived in the Fifty-second Congress at its first session, in 1902. In the meantime Secretary Windom had been succeeded by Secretary Foster as head of the Treasury Department. The latter placed himself in opposition to the proposed transfer. This opposition is expressed in two communications to the Senate. The first of these [1] is dated February 17, 1892, and reads as follows:

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, D. C., February 17, 1892.

SIR: I have the honor to acknowledge the receipt of a resolution of the Senate of the 9th instant, asking the Secretary of the Treasury to communicate to the Senate any information in his department in reference to the expediency of transferring the

[1] S. Ex. Doc. No. 44, 52d Cong., 1st sess. Reprinted in S. Rept. No. 530, 52d Cong., 1st sess.

Revenue-Marine Service to the Navy Department, and to express his opinion whether the public service would be promoted by such change.

Replying thereto, I beg to say that I am clearly of the opinion that such transfer would be inexpedient and unwise. Revenue-Marine officers are engaged on water, as are customs officers on land, in detecting and preventing frauds upon the revenue. The entire duty, except in case of war, when Revenue-Marine vessels may be assigned to naval duties, is under the direction of the Secretary of the Treasury, and this exceptional and possible service, in my opinion, affords no adequate reason for the transfer. The department which collects the major portion of the revenue for the support of the Government should have complete and undoubted control of the instrumentalities for its collection.

The change proposed would involve increased expenditure; administration by two departments, which is of doubtful expediency, since it is unnecessary and would endanger the efficiency of the service. It would devolve unusual if not uncongenial duty upon naval officers, and I believe it would result that if the Revenue Marine were not finally lost in the Navy it would hold a place of secondary importance and afford indifferent service to the revenue branch of the Government.

The personnel of the Revenue-Marine Service, as shown by the last annual report of the Secretary of the Treasury, consists of 220 commissioned officers, 28 pilots, and 815 enlisted men. Thirty-three steamships and 3 sailing vessels are in commission, while the expense of the service for the last fiscal year was but $934,995.22; and the evidence is abundant that as now constituted it is rendering important and economical service. The duties are arduous and dangerous, and while as an administrative and business proposition I oppose the change, I earnestly recommend that provision be made for retiring officers who from service or age become incapacitated for active duty.

Yours, respectfully,

CHARLES FOSTER, *Secretary.*

The PRESIDENT OF THE SENATE.

The second[1] is dated April 6, 1892, and relates chiefly to details regarding the number of vessels of the service, their tonnage, stations, distances cruised, etc. The only reference to the proposal to transfer the service to the Navy Department is contained in the following paragraphs:

The difference in the annual expense of conducting the service by the Treasury Department, as compared with what the expense would be under the Navy Department, is a matter of speculation. The amount now required to pay the salaries and wages of the officers and crews would be increased by the proposed legislation about $84,000.

The expense of running the vessels and keeping them in repair, if they do the same amount of work and cruise the same distance, must remain nearly the same under either department.

In this connection I beg to inclose "Reports in regard to the transfer of the bureaus and divisions of the merchant marine in the Treasury Department to the Navy Department," made in 1883, which then and now are expressive of the views of this department.

On the other hand, the Secretary of the Navy Department remained steadfast in the opinion that the transfer should be made. He supported his position in a long letter to Mr. Eugene Hale, the chairman of the subcommittee of the Committee on Naval Affairs of the Senate, under date of February 29, 1892, a copy of which is as follows:[2]

NAVY DEPARTMENT,
Washington, February 29, 1892.

SIR: In reply to your letter of January 26, inclosing for my consideration Senate bill No. 67, "to transfer the Revenue-Cutter Service from the Treasury Department," and requesting my views as to its operation, I have the honor to state as follows:

More than two years ago, in my first annual report, dated November 30, 1889, after consultation with the late Mr. Windom, then Secretary of the Treasury, and in accordance with the views held by him, I had the honor to recommend a transfer of the Revenue-Cutter Service to the Navy. A few weeks later, on January 9, 1890, Secretary Windom, in an official letter to the Hon. Charles S. Baker, chairman of the

[1] S. Ex. Doc. No. 73, 52d Cong., 1st sess. Reprinted in S. Rept. No. 530, 52d Cong., 1st sess.
[2] S. Misc. Doc. No. 86, 52d Cong., 1st sess. Reprinted in S. Rept. No. 530, 52d Cong., 1st sess.

Committee on Commerce, stated that he had examined, "with a view to the interests of the Government and the officers concerned," the bill providing for the transfer of the Revenue-Cutter Service from the Treasury Department to the Navy Department, "and that it meets with my approval."

The general recommendation made in the annual report for 1889 was renewed by me in the report for 1890, and again in 1891.

In view of the fact that the present Secretary of the Treasury is of a different opinion from his predecessor on the subject of the transfer, I have been led to give the subject deeper consideration and reflection, especially with reference to the pending bill, and after examining various arguments that have been made in opposition to the transfer I am constrained to state, in answer to the inquiry of the committee, that I am more strongly than ever of the opinion that the proposed change is desirable in the interests of the public service and should be accomplished at the earliest practicable date.

As one result of this further investigation I am led to the conclusion that the proposed transfer can be accomplished with little or no increase in the number of officers in the Navy.

There are 210 officers on the list of the Revenue-Cutter Service to be transferred by the bill, of whom 134 are line officers who would become lieutenant commanders, lieutenants, junior lieutenants, and ensigns in the Navy, and 76 engineer officers who would become passed assistant or assistant engineers in the Navy. The plan which has been embodied in the present as well as in previous bills is that these officers should continue, during the remainder of their time on the active list, to perform service in the revenue cutters, and that as their number is gradually reduced by retirements, deaths, or other casualties the vacancies so created shall be filled by increasing the number of officers of corresponding grades in the Navy.

Upon mature consideration I am satisfied that no such increase will be required.

There are at present 717 line officers on the active list of the Navy, of whom only 310 are in cruising ships and 33 in Coast Survey and Fish Commission vessels, making 350 actually engaged in sea duty. Of the remainder, 250 are engaged upon miscellaneous shore duties, 83 in work connected with the construction of the Navy, and 44 are unemployed. As the work of reconstruction of the Navy is gradually completed, the 83 officers now occupied in this work will be set free for other employment.

As long as the 134 Revenue-Marine line officers, of whom 107 are actually performing sea duty, remain on the active list, they will continue to perform service in the revenue cutters. As their numbers gradually diminish the number of officers in the Regular Navy available for other duty will gradually increase as the work of reconstruction approaches completion. The 83 officers so employed, together with most of those unemployed, amounting to 120 in all, will be amply sufficient to take the place of the Revenue-Marine officers who pass out. Under these circumstances, it is clear that the proposed addition to the number of line officers to take the place of the gradually diminishing Revenue-Marine Service is absolutely unnecessary.

In reference to the engineer officers, of whom 76 are at present borne upon the rolls of the Revenue-Cutter Service, some slight increase of the naval engineers will be ultimately necessary to perform the additional duty, but by no means so large a number as now find employment in the Revenue Marine. It appears from the Register of 1891 that 10 of the revenue cutters had 3 engineer officers each, and 12 others had 2 engineers each. According to the ordinary assignment of engineer officers in the Navy to vessels of this class, it would be sufficient in each case. I should therefore recommend that no vacancies occurring at the foot of the list of such transferred engineer officers be filled until the number of such transferred officers is reduced to 50; and that for every 2 vacancies occurring thereafter at the foot of the list 1 only should be filled by the appointment of an additional engineer officer in the Navy, making the ultimate number of such additional officers 25 in all, divided between the grades of passed assistant and assistant engineers.

By such an arrangement the work now performed by 210 Revenue-Marine officers would be adequately done by the present force of naval officers with the addition of 25 junior engineer officers.

The bill should, therefore, be amended by striking out the provision that the promotion of the transferred officers of the Revenue-Cutter Service should create vacancies to be filled by the appointment and promotion of naval officers. This and other changes which seem to me advisable in the specific provisions of the bill have been embodied in the form of suggested amendments and are appended to the present communication.

With the amendments proposed the measure will become, in my opinion, one of the highest importance and advantage to both branches of the service, and to the Government at large, in the interests of economy and good administration.

First, as to economy. As a result of careful calculation (see Appendix A, H. Rept. No. 76, 51st Cong., 1st sess.), it has been shown that the consolidation of the two services will result in a saving of $260,430 per annum for general expenses of maintenance. The temporary increase of pay to the transferred officers is figured, under a very liberal estimate, at $121,600, leaving as the net annual saving during the first three years $138,830. This calculation was made under the supposition that the number of officers in the Navy would ultimately be increased by 210 in the grades temporarily occupied by transferred officers of the Revenue-Cutter Service.

But, as has been shown above, the places of the transferred officers will never be filled up by new appointments, and, consequently, not only the estimated increase of pay, but the pay itself, which is the subject of increase, will be extinguished altogether. In the course of from 5 to 10 years the list will so far diminish by the operation of natural causes that, making every allowance for the larger rate of compensation, the aggregate pay of the officers of the Revenue Marine will show a net decrease. The ultimate decrease in expenditure will be as follows:

Pay of revenue-cutter officers [1]	$362,700
Rations, revenue-cutter officers [1]	24,090
Commutation of quarters [1]	10,000
	396,790
Less pay and rations of 25 engineer officers (naval pay)	54,325
	342,465
Estimated reduction from consolidation	90,000
Net saving from transfer	432,465

It is therefore clear, beyond any possibility of dispute, that the proposed consolidation will accomplish three things: First, it will make a suitable provision for the present corps of Revenue-Marine officers; second, it will reduce the expenditures of the Government by $432,465 per annum; third, it will increase from 350 to 450 the number of line officers of the Navy doing sea duty and gaining sea experience, who, without the consolidation, would, upon the completion of the new Navy, be to a great extent unemployed.

Against these positive and incontrovertible advantages the only serious objection that has been urged is that naval officers will be employed in an occupation that is foreign to their profession. It seems hardly necessary here to point out the practical identity of the two services. The question has been repeatedly discussed, and the facts have nowhere been more clearly stated than in the report of the Treasury Department for 1881, quoted by Secretary Chandler in his annual report for 1883:

"The Revenue Marine, while charged by law with the performance of important duties, is essentially military in its character. Each vessel is provided with great guns and furnished with as full a complement of small arms for its crew as any ship of war. Its officers are required to be proficient in military drill and possess a thorough knowledge of the uses of both great and small arms. Its crews are required to be instructed from day to day at the great guns and in the use of the carbine, pistol, and cutlass. Commanding officers are required, while boarding vessels arriving in ports of the United States, in case of the failure or refusal of any such vessel on being hailed to come to and submit to the proper inspection by an officer of the service, to fire, first across her bows as a warning, and, in case of persistent refusal, to resort to shot or shell to compel obedience. In the performance of this work they are likely at any time to receive injuries and to be subjected to the same dangers in time of peace as the force employed on naval vessels.

"By the act of March 2, 1799, it is provided 'that the revenue cutter shall, whenever the President so directs, cooperate with the Navy.' It will be observed that the cooperation of the two services prescribed in the act above quoted is not contingent upon a state of war or other particularly perilous conditions. On the contrary, it may take place in time of peace, and for specific purposes, and when less hazard is involved to the two services than pertains to the discharge by a revenue vessel of its ordinary duties. * * * It is difficult to conceive that discrimination could be made by the law between the services subjected to equally hazardous and equally important military duties, both in time of peace and in time of war. * * * Objection to granting pensions for the Revenue-Marine officers and seamen has been made on the grounds that such action would be extending this bounty to civil employees of the Government, a policy to which our legislative traditions, so to speak, are opposed. But if, in legal theory,

[1] As stated in Treasury estimates for current year.

they are civil employees, are they so in fact? Are they less positively a part of our military force in time of war than the Army or Navy? It is true revenue vessels are not to be ordered into action of purely military service, offensive or defensive, except the President so directs; neither are vessels of the Navy."

An attempt has been made to show that because it might be improper and inexpedient to employ the Army in the collection of the internal revenue, it would be equally improper and inexpedient, upon principles of analogy, to employ the Navy on board the revenue cutters. The analogy between these two employments, however, is remote and superficial. Both, it is true, are subsidiary to the same general object, namely, the prevention of offenses against the revenue, but the conditions of the service on shipboard in the open sea and in the waters adjacent to the coast are so entirely different from those prevailing on land that in spite of the apparent similarity of object no comparison can be drawn between the methods by which the object is accomplished. It would be equally logical to say that because it is inexpedient to employ the Army in the apprehension of robbers and murderers on land, the Navy should be exempted from the duty actually imposed upon it by statute of seizing robbers and murderers, otherwise known as pirates, on the high seas.

The nature of the element upon which the Navy operates expands and broadens the scope of its occupation in many cases far beyond that of an ordinary military force. It is a common and correct statement of one of the duties of the Navy, not only of this but of every other country, to say that "it polices the ocean," although it would be neither suitable nor advantageous that the Army should police the land; and it is idle to make a comparison between the services of a maritime patrol or coast guard engaged in the apprehension of those vessels, whether national or foreign, which are seeking for unlawful purposes to approach the shore from a point outside the territory with the occupation of agents employed within the territory to bring to justice the perpetrators of frauds upon the internal revenue.

The prevention of contraband trade is not foreign to the duties of naval officers. It is, in time of war, one of their most constant and important occupations. The practice gained in the prevention of contraband trade in the time of peace promotes directly the fitness of officers for the prevention of contraband trade in time of war. The similarity in the two employments amounts almost to identity. It has been asserted that the occupation of the naval officer is directed exclusively against a foreign enemy, and that with others than enemies he has and should have no concern. But it must be remembered that upon those occasions that arise daily in the course of a maritime war, when a naval officer is called upon to exercise the right of search or the apprehension of blockade runners and carriers of contraband, he is coming into collision not with enemies but with neutrals. The exercise of the right of search and capture comprises the boarding and examination of vessels for contraband goods.

According to the last report of the Secretary of the Treasury the revenue cutters during the past year have boarded and examined 26,962 vessels. This civil right of search for the prevention of contraband trade is exactly analogous to the belligerent right of search; also, for the prevention of contraband trade; and the same considerations would justify placing it in the hands of naval officers that led the Government in 1807 to devolve upon the Navy the enforcement of a civil embargo, the counterpart of the belligerent process of blockade.

But the duties of the Revenue-Cutter Service are not confined to the prevention of smuggling. They also include the enforcement of the laws relating to shipping and navigation, carrying lights, affixing the name and hailing port, etc. A large part of their efforts is devoted to the protection and rescue of life and property in danger from the perils of the sea. This duty is assumed by the Government in the interest of humanity. It is a duty which devolves upon national ships of war as much as upon the revenue cutters, although from their situation the occasion for its performance arises less frequently. It is a duty requiring severe labor and the highest courage and nerve, qualities in which our naval officers should especially excel and which no opportunity should be lost to develop. It is a duty which they should be ready and eager to accept whenever the opportunity offers, and it is a duty for which by their training and character they are peculiarly fitted.

The last report of the Secretary of the Treasury shows the close resemblance of the duties of the Revenue Marine and of the Navy. He says:

"Thirty-six vessels in commission during the year have cruised for the protection of the revenue a distance of 301,416 nautical miles, and have boarded and examined 26,962 vessels. In addition, 123 distressed vessels were assisted, the value of the vessels and their cargoes amounting to $2,806,056. Material aid has been rendered during the year to the Life-Saving Service, a distance of 9,915 miles having been cruised by revenue cutters on this duty alone."

There is other work devolved by the law upon the Revenue Marine in common with the Navy. The apprehension of pirates is no longer as active an occupation as

formerly, but there are other maritime offenders whose acts are akin to piracy, against whom both services are alike called upon to act. Such are the vessels offending against the neutrality laws of the United States, which are seized and brought in either by a revenue cutter or by a ship of war, whichever is most available at the moment. Such also is the apprehension of seal poachers, and it is a significant fact and a conclusive answer to the assertion that the duties of the two services are opposed that so recently as last summer, when the Government was called upon to maintain the modus vivendi in Bering Sea, the duty was performed by four naval vessels and three revenue cutters acting in concert and under instructions identical in language, issued, respectively, by the Navy and by the Treasury Departments.

To quote again from the last report of the Secretary of the Treasury:

"The work of the Revenue-Cutter Service during the past year has been one of marked activity. The duty performed has been both varied and general. It embraced operations of more than ordinary importance in Bering Sea, in connection with the eastern fisheries, on the Bahama banks, the Florida coast, and in Puget Sound. Many of these operations dealt with issues of an international nature and required throughout a nicety of judgment on the part of those engaged."

It is difficult to see in what respect the officers of the Navy would fail to perform efficiently the duties of the Revenue-Cutter Service as outlined above. That a graduate of the Naval Academy will be as well fitted for the work as a newly appointed Revenue-Marine officer, and that he will acquire as readily whatever special knowledge is needed for cruising on the coast, boarding incoming vessels, assisting ships in distress, arresting seal poachers, and reporting violations of the shipping laws must be admitted. If not, the system of education pursued at the Naval Academy is a failure and the academy had better be abolished.

It is not claimed that naval officers should collect the customs revenue. That is not the duty of the Revenue Marine. But it is claimed that for every legitimate duty of the Cutter Service they are as well fitted as officers chosen for that service by the present method; and no greater difficulty would be experienced in detailing them for service under the Treasury Department than is experienced in the case of the 62 naval officers detailed for service under that department, at the present time, in the Coast Survey and the Lighthouse Establishment.

In addition to the benefit derived from a clear reduction in expenditure of $432,465 per annum, a great advantage would be obtained in the increased efficiency of the Navy itself. At the present time our ships, which are by no means underofficered, provide employment for only 350 line officers out of 717. Of these officers few have the opportunity, and these only to a limited extent, to become intimately familiar with the navigation of their own coast.

The size of the naval vessels, their small number, and the necessities of foreign service contribute to restrict this experience within narrow limits. Yet the experience is one of the most important elements in the training of officers. When war comes it will be carried on largely on our own coast. The defense of the coast, either by small or large vessels, will call for exact and familiar knowledge of its configuration, of the entrances to harbors, and of the shoal waters that line every part of our shores. The success of our operations will depend largely upon the superior knowledge possessed by our own officers in this respect over those of the enemy. So important is this branch of experience regarded in foreign navies that in some States, as for example, France, schools of pilotage are established having in view this object alone. No school of pilotage, however complete its organization, could compare in effectiveness with service on board our revenue cutters.

Finally, I would refer to the importance of utilizing the revenue cutters as an additional source of defensive strength to this country in time of necessity. The list of vessels belonging to the Revenue-Marine Service comprises a fleet of 38 boats of various sizes and character. At present this large fleet of small vessels is constructed without any reference to the necessities of modern warfare. Had they been designed in the past as they should be in the future, under naval direction, they might, without additional expense, have formed a most important adjunct to our naval defense. They would be none the less serviceable as cutters, because they would have this additional usefulness for purposes of war.

It is a necessary consequence of the character of the naval service that many ships may at any given time be absent from the country. The cutters, from the nature of their duties, would be always on the coast and always ready for service. To construct these vessels without reference to the demands of the naval service is to reject a powerful naval defense and to forego all the advantages to be derived in time of emergency from the possession of a reserve fleet of small vessels representing an investment of between one and two millions of dollars.

In support of this view I beg to refer the committee to the following significant passage in the last report of the Secretary of the Treasury. He says:

"There is immediate and urgent need for two able cruising steamers for the Pacific coast, and two for Lakes Michigan and Ontario, respectively. To meet any sudden contingency these vessels should possess features and characteristics enabling them to meet demands other than those for assistance for distressed vessels and the enforcement of the customs revenue laws."

If, as would seem to be indicated by this passage, the revenue is in process of conversion into a fleet of vessels possessing features "enabling them to meet demands other than those for assistance to distressed vessels and the enforcement of the customs revenue laws," which can refer to nothing else than the creation of a naval force, it would appear that the consolidation of the two services has become inevitable, under either the Treasury or the Navy Department, unless Congress is willing to maintain, in their full development, as it is already doing in part, two separate navies, performing largely the same functions, under separate departments of administration.

Very respectfully,

B. F. TRACY,
Secretary of the Navy.

Hon. EUGENE HALE,
Chairman Subcommittee of Committee on Naval Affairs,
United States Senate.

A bill (S. 67) providing for the transfer was introduced in the Senate and was referred to the Committee on Naval Affairs. This committee made a very thorough investigation of the subject and prepared a report reciting the history of previous efforts and reproducing the more important documents bearing on the matter. This report was strongly in favor of the bill providing that the transfer should be made. The essential part of the report in which the conclusions of the committee are stated is as follows:

The question whether the Revenue Marine is civil or military, or whether it is more civil than military, is to be found fully considered in the documents to which reference has been made. There can be little doubt that in form and substance all the ships, with their appurtenances and their officers and men, are military in all their substantial characteristics and that their duties are in the main as essentially military as those performed off and along our own coasts by the vessels of the Navy. The 24 armed revenue cutters which cruise outside our harbors could, under the present modern methods of commerce, be entirely dispensed with without seriously affecting the collection of the revenues of the Government or materially impairing any function necessary to the conduct of the legitimate business of the Treasury. * * *

Upon a deliberate review of the whole subject the committee can not avoid the conclusion that the public interests, according to modern conditions affecting both the work which has been performed by the Revenue Marine and that of the Navy, require the present union on just terms of the two services. We are confronted with the existence of two American navies, one the larger or principal Navy with 269 guns, 74 ships, 1,316 officers, 8,188 seamen; the other the smaller, or Treasury navy, comprising 62 guns, 34 ships, 220 officers, and 811 seamen. These two navies are essentially alike and completely military in their material characteristics; and, so far as our own 5,700 miles of continental coast line and the 4,700 miles of Alaskan waters are concerned, they are both engaged in time of peace in similar duties, and each would be engaged in the same duties as the other in time of war.

It is time that this anomaly should end and that both the American navies should, for the purposes of construction, organization, and discipline, be placed under the control and direction of one departmental head, and that should be the military one of the Secretary of the Navy.

For certain duties and as occasion may arise, the ships and officers and men of the Navy will be detailed by the Navy Department, as they now are, for service according to the needs and direction of the Secretary of the Treasury, the Secretary of War, and the Secretary of State. * * *

The committee believes that in recommending the transfer from this huge and overburdened Treasury Department of the supervision of its naval ships, guns, officers, and seamen, the real efficiency of that department in the performance of its legitimate and indispensable work will not be injured, but indeed will be largely increased.

In time of peace the Secretary of the Navy can devote more personal attention to promoting the efficiency of the vessels of the Revenue Marine than can be given by

the Secretary of the Treasury. In time of war, necessarily and immediately, the command of the outside cruising revenue cutters passes at once to the Secretary of the Navy. He should, therefore, in time of peace retain the control of the construction and preservation of such vessels and of the organization and discipline of their officers and seamen.

The subject of the transfer of the revenue cutters to the Navy Department has been under recent discussion for about 10 years. The facts and arguments are fully before the public. The delay in reaching a decision is exceedingly detrimental to the national interests, and the question should receive an early and decisive settlement at the present session of Congress.

In spite of the fact that opinion seemed to be so strongly in favor of the consolidation of the two services both inside and outside of the Halls of Congress, success was not obtained in securing legislation looking to this end. Since this date, 1892, or during the last 20 years, it does not appear that the proposal for the union of the services has been revived, or if revived has not been pushed with any great energy.

Exhibit No. 3 B.

Compilation of the Laws Relating to the Revenue-Cutter Service.

REVISED STATUTES.

Sec. 2747. The President may, for the better securing the collection of import or tonnage duties, cause to be maintained so many of the revenue cutters as may be necessary to be employed for the protection of the revenue, the expense whereof shall be paid out of such sum as shall be annually appropriated for the Revenue-Cutter Service, and not otherwise.

Sec. 2748. The President may from time to time cause such of the revenue cutters as have become unfit for further service to be sold, and the proceeds shall be paid into the Treasury: *Provided*, That the Secretary of the Treasury may apply, in the purchase or construction of revenue cutters, any unexpended balance of the proceeds of revenue cutters sold by him under the authority of section two of the act of April twentieth, eighteen hundred and sixty-six, chapter sixty-three.

Sec. 2749. The officers for each revenue vessel shall be one captain and one first, one second, and one third lieutenant, and for each steam vessel, in addition, one engineer, and one assistant engineer; but the Secretary of the Treasury may assign to any vessel a greater number of officers whenever, in his opinion, the nature of the service which she is directed to perform requires it. And vessels of both descriptions shall have such number of petty officers and men as in the opinion of the Secretary are required to make them efficient for their service.

Sec. 2750. The grades of engineers shall be chief engineer and first and second assistant engineer, with the pay and relative rank of first, second, and third lieutenant, respectively.

Sec. 2751. The commissioned officers of the Revenue-Cutter Service shall be appointed by the President by and with the advice and consent of the Senate.

Sec. 2752. No person shall be appointed to the office of captain, first, second, or third lieutenant of any revenue cutter who does not

adduce competent proof of proficiency and skill in navigation and seamanship.

SEC. 2753. The compensation of the officers of the Revenue-Cutter Service shall be at the following rates while on duty:

Captains, two thousand five hundred dollars a year each.

First lieutenants and chief engineers, one thousand eight hundred dollars a year each.

Second lieutenants and first assistant engineers, one thousand five hundred dollars a year each.

Third lieutenants and second assistant engineers, one thousand two hundred dollars a year each.

And at the following rates while on leave of absence or while waiting orders:

Captains, one thousand eight hundred dollars a year each.

First lieutenants and chief engineers, one thousand five hundred dollars a year each.

Second lieutenants and first assistant engineers, one thousand two hundred dollars a year each.

Third lieutenants and second assistant engineers, nine hundred dollars a year each.

SEC. 2754. The wages of petty officers and seamen of the Revenue-Cutter Service shall not exceed the average wages paid for like services on the Atlantic or Pacific coasts, respectively, in the merchant service.

SEC. 2755. Each officer of the Revenue-Cutter Service while on duty shall be entitled to one Navy ration per day.

SEC. 2756. The Secretary of the Treasury may cause contracts to be made for the supply of rations for the officers and men of the revenue cutters.

SEC. 2757. The revenue cutters shall, whenever the President so directs, cooperate with the Navy, during which time they shall be under the direction of the Secretary of the Navy, and the expenses thereof shall be defrayed by the Navy Department.

SEC. 2758. The Secretary of the Treasury may direct the performance of any service by the revenue vessels which, in his judgment, is necessary for the protection of the revenue.

SEC. 2759. The revenue cutters on the northern and northwestern lakes, when put in commission, shall be specially charged with aiding vessels in distress on the lakes.

SEC. 2760. The officers of the revenue cutters shall respectively be deemed officers of the customs, and shall be subject to the direction of such collectors of the revenue or other officers thereof, as from time to time shall be designated for that purpose. They shall go on board all vessels which arrive within the United States or within four leagues of the coast thereof, if bound for the United States, and search and examine the same, and every part thereof, and shall demand, receive, and certify the manifests required to be on board certain vessels, shall affix and put proper fastenings on the hatches and other communications with the hold of any vessel, and shall remain on board such vessels until they arrive at the port or place of their destination.

SEC. 2761. The master of any revenue cutter shall make a weekly return to the collector, or other officer of the district under whose direction it is placed, of the transactions of the cutter, specifying the vessels that have been boarded, their names and descriptions, the

names of the masters, from what port or place they last sailed, whether laden or in ballast, to what nation belonging, and whether they have the necessary manifests of their cargoes on board, and generally all such matters as it may be necessary for the officers of the customs to know.

SEC. 2762. The officers of revenue cutters shall perform, in addition to the duties hereinbefore prescribed, such other duties for the collection and security of the revenue as from time to time shall be directed by the Secretary of the Treasury not contrary to law.

SEC. 2763. The collector of each district may, with the approval of the Secretary of the Treasury, provide and employ such small open row and sail boats and persons to serve in them as shall be necessary for the use of the surveyors and inspectors in going on board of vessels and otherwise, for the better detection of frauds.

SEC. 2764. The cutters and boats employed in the service of the revenue shall be distinguished from other vessels by an ensign and pendant, with such marks thereon as shall be prescribed by the President. If any vessel or boat, not employed in the service of the revenue, shall, within the jurisdiction of the United States, carry or hoist any pendant or ensign prescribed for vessels in such service, the master of the vessel so offending shall be liable to a penalty of one hundred dollars.

SEC. 2765. Whenever any vessel liable to seizure or examination does not bring to, on being required to do so, or on being chased by any cutter or boat which has displayed the pendant and ensign prescribed for vessels in the revenue service, the master of such cutter or boat may fire at or into such vessel which does not bring to, after such pendant and ensign has been hoisted, and a gun has been fired by such cutter or boat as a signal; and such master, and all persons acting by or under his direction, shall be indemnified from any penalties or actions for damages for so doing. If any person is killed or wounded by such firing, and the master is prosecuted or arrested therefor, he shall be forthwith admitted to bail.

SEC. 1492. The officers of the Revenue-Cutter Service, when serving in accordance with law, as a part of the Navy, shall be entitled to relative rank, as follows: Captains, with and next after lieutenants commanding in the Navy; first lieutenants, with and next after lieutenants in the Navy; second lieutenants, with and next after masters in line in the Navy; third lieutenants, with and next after ensigns in the Navy.

SEC. 2835. Vessels bound up James River, in the State of Virginia, shall not be required to stop in Hampton Roads to deposit a manifest with the collector at Norfolk. But the master of the revenue cutter stationed at Norfolk shall, under the orders of the Secretary of the Treasury, board all such vessels, and indorse their manifests, and place an officer on board of each vessel bound up James River, having a cargo from a foreign port. If, however, there is no revenue cutter on that station for the purpose of boarding vessels, or when the state of the weather may be such as to render it impracticable to send an officer on board any vessel bound up James River, having a cargo from a foreign port, the captain shall deposit, with the surveyor at Hampton, a copy of the manifest of the cargo on board such vessel.

SEC. 3059. It shall be lawful for any officer of the customs, including inspectors and occasional inspectors, or of a revenue cutter, or

authorized agent of the Treasury Department, or other persons specially appointed for the purpose in writing by a collector, naval officer, or surveyor, to go on board of any vessel, as well without as within his district, and to inspect, search, and examine the same, and any person, trunk, or envelope on board, and to this end to hail and stop such vessel if under way, and to use all necessary force to compel compliance; and if it shall appear that any breach or violation of the laws of the United States has been committed whereby or in consequence of which such vessel, or the merchandise, or any part thereof, on board of or imported by such vessel, is liable to forfeiture to make seizure of the same, or either or any part thereof, and to arrest or in case of escape, or any attempt to escape, to pursue and arrest any person engaged in such breach or violation.

SEC. 3061. Any of the officers or persons authorized to board or search vessels may stop, search, and examine, as well without as within their respective districts, any vehicle, beast, or person, on which or whom he or they shall suspect there is merchandise which is subject to duty, or shall have been introduced into the United States in any manner contrary to law, whether by the person in possession or charge, or by, in, or upon such vehicle or beast, or otherwise, and to search any trunk or envelope, wherever found, in which he may have a reasonable cause to suspect there is merchandise which was imported contrary to law; and if any such officer or other person so authorized shall find any merchandise on or about any such vehicle, beast, or person, or in any such trunk or envelope, which he shall have reasonable cause to believe is subject to duty, or to have been unlawfully introduced into the United States, whether by the person in possession or charge, or by, in, or upon such vehicle, beast, or otherwise, he shall seize and secure the same for trial.

SEC. 3067. It shall be lawful for all collectors, naval officers, surveyors, inspectors, and the officers of the revenue cutters to go on board of vessels in any port of the United States, or within four leagues of the coast thereof, if bound to the United States, whether in or out of their respective districts, for the purposes of demanding the manifests, and of examining and searching the vessels; and those officers, respectively, shall have free access to the cabin and every other part of a vessel.

SEC. 3068. If any master of the vessel coming into or having arrived at any port within the United States shall obstruct or hinder, or shall intentionally cause any obstruction or hindrance to any officer in lawfully going on board such vessel for the purpose of carrying into effect any of the revenue laws of the United States, he shall for every such offense be liable to a penalty of not more than five hundred dollars nor less than fifty dollars.

SEC. 5447. Every person who forcibly assaults, resists, opposes, prevents, impedes, or interferes with any officer of the customs, or his deputy, or any person assisting him in the execution of his duty, or any person authorized to make searches or seizures in the execution of his duty, or who rescues or attempts to rescue or causes to be rescued any property which has been seized by any person so authorized, or who before, at, or after such seizure, in order to prevent the seizure or securing of any goods, wares, or merchandise by any person so authorized, staves, breaks, throws overboard, destroys, or removes the same shall be fined not less than one hundred dollars

nor more than two thousand dollars, or be imprisoned not less than one month nor more than one year, or both; and every person who discharges any deadly weapon at any person authorized to make searches or seizures, or uses any deadly or dangerous weapon in resisting him in the execution of his duty, with intent to commit a bodily injury upon him or to deter or prevent him from discharging his duty, shall be imprisoned at hard labor for a term not more than ten years or less than one year.

SEC. 5448. Every person who falsely represents himself to be a revenue officer and, in such assumed character, demands or receives any money or other article of value from any person for any duty or tax due to the United States, or for any violation or pretended violation of any revenue law of the United States, shall be deemed guilty of a felony and shall be fined five hundred dollars and imprisoned not less than six months and not more than two years.

SEC. 2638. No person employed under the authority of the United States, in the collection of duties on imports or tonnage, shall own, either in whole or in part, any vessel, or act as agent, attorney, or consignee for the owner or owners of any vessel, or of any cargo or lading on board the same; nor shall any such person import, or be be concerned directly or indirectly in the importation of, any merchandise for sale into the United States. Every person who violates this section shall be liable to a penalty of five hundred dollars.

SEC. 3618. All proceeds of sales of old material, condemned stores, supplies, or other public property of any kind, except the proceeds of the sale or leasing of marine hospitals, or of the sales of revenue cutters, or of the sales of commissary stores to the officers and enlisted men of the Army, or of the sale of condemned Navy clothing, or of sales of materials, stores, or supplies to any exploring or surveying expedition authorized by law, shall be deposited and covered into the Treasury as miscellaneous receipts on account of "proceeds of Government property," and shall not be withdrawn or applied except in consequence of a subsequent appropriation made by law.

SEC. 3692. All moneys received from the leasing or sale of marine hospitals, or the sale of revenue cutters, or from the sale of commissary stores to the officers and enlisted men of the Army, or from sales of condemned clothing of the Navy, or from sales of materials, stores, or supplies to any exploring or surveying expedition authorized by law, shall, respectively, revert to that appropriation out of which they were originally expended, and shall be applied to the purposes for which they are appropriated by law.

SEC. 4249. The Secretary of the Treasury shall provide for the establishment of ten life-saving stations on the coasts of Maine, New Hampshire and Massachusetts, Virginia and North Carolina, at such points as he may deem necessary, for the saving of life and property on said coasts: *Provided*, That all life-saving stations hereafter erected shall be erected under the supervision of two captains of the Revenue Service, to be designated by the Secretary of the Treasury, and to be under his direction.

SEC. 4741. The officers and seamen of the revenue cutters of the United States, who have been or may be wounded or disabled in the discharge of their duty while cooperating with the Navy by order of the President, shall be entitled to be placed on the Navy pension list

at the same rate of pension and under the same regulations and restrictions as are provided by law for the officers and seamen of the Navy.

SEC. 4792. The quarantines and other restraints established by the health laws of any State, respecting any vessels arriving in or bound to any port or district thereof, shall be duly observed by the officers of the customs revenue of the United States, by the masters and crews of the several revenue cutters, and by the military officers commanding in any fort or station upon the seacoast; and all such officers of the United States shall faithfully aid in the execution of such quarantines and health laws according to their respective powers and within their respective precincts, and as they shall be directed from time to time by the Secretary of the Treasury. But nothing in this title shall enable any State to collect a duty of tonnage or impost without the consent of Congress.

SEC. 5318. In the execution of laws providing for the collection of duties on imports and tonnage, the President, in addition to the revenue cutters in service, may employ in aid thereof such other suitable vessels as may, in his judgment, be required.

LAWS SUBSEQUENT TO REVISED STATUTES.

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-seven, and for other purposes. Approved July 31, 1876.

* * * Hereafter upon the occurring of a vacancy in the grade of third lieutenant in the Revenue-Marine Service, the Secretary of the Treasury may appoint a cadet, not less than eighteen nor more than twenty-five years of age, with rank next below that of third lieutenant, whose pay shall be three-fourths that of a third lieutenant, and who shall not be appointed to a higher grade until he shall have served a satisfactory probationary term of two years and passed the examination required by the regulations of said service; and upon the promotion of such cadet another may be appointed in his stead; but the whole number of third lieutenants and cadets shall at no time exceed the number of third lieutenants now authorized by law. (19 Stat. L., 107.)

AN ACT To organize the Life-Saving Service. Approved June 18, 1878.

SEC. 8. That the Secretary of the Treasury may detail such officer or officers of the Revenue-Marine Service as may be necessary, to act as inspector and assistant inspectors of stations, who shall perform such duties in connection with the conduct of the service as may be required of them by the general superintendent. (20 Stat. L., 164.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and seventy-nine, and for other purposes. Approved June 20, 1878.

* * * To enable the Secretary of the Treasury to use and maintain a revenue steamer or steamers for the enforcement of the provisions of law and protection of the interests of the Government on the seal islands and sea-otter hunting grounds, and of Alaska generally, twenty-five thousand dollars: *Provided*, That when said rev-

enue vessel or vessels are sent the United States mails shall be carried therein. (20 Stat. L., 212.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and eighty-five, and for other purposes. Approved July 7, 1884.

* * * And hereafter revenue cutters shall be used exclusively for the public service, and in no way for private purposes. (23 Stat. L., 199.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and eighty-six, and for other purposes. Approved March 3, 1885.

Propagation of food fishes: For the introduction by the United States Fish Commission into and the increase in the waters of the United States of food fishes and other useful products of the waters, including lobsters, oysters, and other shellfish, and for continuing the inquiry into the fisheries of the United States and their subjects, and for such general and miscellaneous expenditures as the Commissioner of Fish and Fisheries may find necessary to the prosecution of his work, including salaries or compensation of all necessary employees, one hundred and thirty thousand dollars. And the Secretary of the Treasury is authorized to detail from time to time for duty under the Commissioner of Fish and Fisheries any officers and men of the Revenue-Marine Service whose services can be spared for such duty. (23 Stat. L., 494.)

AN ACT Making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety, and for other purposes. Approved February 26, 1889.

And hereafter nothing in section four of the act approved August fifth, eighteen hundred and eighty-two, entitled "An act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and eighty-three, and for other purposes," shall be construed to prevent the Secretary of the Treasury from detailing not exceeding two officers of the Revenue-Marine Service for duty in the office of the Life-Saving Service. (25 Stat. L., 719.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety, and for other purposes. Approved March 2, 1889.

* * * For the establishment and maintenance (by the Revenue-Cutter Service) of a refuge station at or near Point Barrow, Alaska, on the Arctic Ocean, fifteen thousand dollars. (25 Stat. L., 945.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-four, and for other purposes. Approved March 3, 1893.

* * * That collectors of customs or their special deputies shall be competent to administer the oaths to officers of the Revenue-Marine Service required under section seventeen hundred and ninety and twenty-six hundred and ninety-three, Revised Statutes. (27 Stat. L., 577.)

AN ACT Making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-five, and for other purposes. Approved July 31, 1894.

* * * That the Secretary of the Treasury shall detail a captain of the Revenue-Cutter Service, who shall be chief of the division of Revenue-Cutter Service, and a chief engineer, who shall be engineer in chief of said service, but no additional pay or emoluments shall be allowed on account of such detail. (28 Stat. L., 171.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-five, and for other purposes. August 18, 1894.

* * * That on and after the passage of this act the pay of cadets in the Revenue-Cutter Service shall be five hundred dollars per annum and one ration per day, in lieu of the rates at present authorized by law, chapter two hundred and forty-six, paragraph four, act July thirty-first, eighteen hundred and seventy-six. (28 Stat. L., 378.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-six, and for other purposes. Approved March 2, 1895.

* * * That the President of the United States is hereby authorized to convene a board, to be composed of three surgeons of the Marine-Hospital Service, to examine and report upon all officers now in the Revenue-Cutter Service who, through no vicious habits of their own, are now incapacitated by reason of the infirmities of age or physical or mental disability to efficiently perform the duties of their respective offices. And such officers as, under the terms of this act, may be reported by said board to be so permanently incapacitated shall be placed on waiting orders out of the line of promotion, with one-half active duty pay, and the vacancies thereby created in the active list of the officers shall be filled by promotion in the order of seniority, as now provided by law: *Provided, however,* That no such promotion shall be made until the professional qualifications of the candidates shall have been determined by written examination before a board of officers of the Revenue-Cutter Service convened by the Secretary of the Treasury for that purpose. (28 Stat. L., 920.)

AN ACT Relating to the anchorage and movements of vessels in Saint Marys River. March 6, 1896.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Treasury be, and he hereby is, authorized and directed to adopt and prescribe suitable rules and regulations governing the movements and anchorage of vessels and rafts in Saint Marys River, from Point Iroquois, on Lake Superior, to Point Detour, on Lake Huron, and for the purpose of enforcing the observance of such regulations the said Secretary is hereby authorized to detail one or more revenue cutters for duty on said river.

SEC. 2. That all officers of the Revenue-Cutter Service who are directed to enforce the regulations prescribed by the above rules are hereby empowered and directed, in case of necessity, or when a proper notice has been disregarded, to use the force at their command to

remove from channels or stop any vessel found violating the prescribed rules.

SEC. 3. That in the event of the violation of any such regulations or rules of the Secretary of the Treasury by the owners, master, or person in charge of such vessel, such owners, master, or person in charge shall be liable to a penalty of two hundred dollars, and the vessel, its tackle, apparel, furniture, and cargo, at any time used or employed in violation of such regulations, shall be forfeited to the United States: *Provided*, That the Secretary of the Treasury may remit said fine or release said vessel on such terms as he may prescribe: *Provided also*, That nothing in this act shall be construed to amend or repeal the act entitled "An act to regulate navigation on the Great Lakes and connecting tributary waters as far east as Montreal." (29 Stat. L., 54.)

AN ACT To provide for the safety of passengers on excursion steamers. May 19, 1896.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to provide for the safety of passengers on excursion steamers, yachts, oarsmen, and all craft, whether as observers or participants, taking part in regattas, amateur or professional, that may hereafter be held on navigable waters, the Secretary of the Treasury be, and he is hereby, authorized and empowered in his discretion to detail revenue cutters to enforce such rules and regulations as may be adopted to insure the safety of passengers on said excursion steamers, yachts, oarsmen, and all craft, whether as observers or participants, taking part in such regattas. (29 Stat. L., 122.)

AN ACT Making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-seven, and for other purposes. May 28, 1896.

* * * That the chief engineer of the Revenue-Cutter Service, detailed as engineer in chief of said service, under the provisions of the legislative appropriation act of July thirty-first, eighteen hundred and ninety-four. shall hereafter receive the duty pay and have the relative rank of a captain of the Revenue-Cutter Service. (29 Stat. L., 149.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-seven, and for other purposes. June 11, 1896.

That the Secretary of the Treasury be, and he is hereby, authorized to permit officers and others of the Revenue-Cutter Service to make allotments from their pay, under such regulations as he may prescribe, for the support of their families or relatives, for their own savings, or for other proper purposes, during such time as they may be absent at sea, on distant duty, or under other circumstances warranting such action. (29 Stat. L., 421.)

AN ACT To adopt regulations for preventing collisions upon certain harbors, rivers, and inland waters of the United States. June 7, 1897.

ART. 30. The exhibition of any light on board of a vessel of war of the United States or a revenue cutter may be suspended whenever,

in the opinion of the Secretary of the Navy, the commander in chief of a squadron or the commander of a vessel acting singly, the special character of the service may require it. (30 Stat. L., 102.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-eight, and for other purposes. June 4, 1897.

* * * That any chief engineer of the Revenue-Cutter Service who has held the office of engineer in chief shall hereafter receive the pay and emoluments of a captain of said service and shall be eligible for appointment to the office of captain of engineers in said service, with the pay and emoluments of such captain. (30 Stat. L., 17.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-nine, and for other purposes. Approved July 1, 1898.

* * * That the President be, and is hereby, authorized to appoint, by and with the advice and consent of the Senate, one constructor in and for the Revenue-Cutter Service, who shall have the relative rank and pay of a first lieutenant in said service, as prescribed in section twenty-seven hundred and fifty-three, Revised Statutes: *Provided further*, That the Secretary of the Treasury is authorized to purchase from the appropriation for the maintenance of the Revenue-Cutter Service uniform clothing for the enlisted men of said service, the same to be sold to the crews of vessels in service: *Provided*, That the actual cost of the clothing thus sold to enlisted persons shall be withheld from their pay and repaid to said appropriation. (30 Stat. L., 604.)

AN ACT To promote the efficiency of the Revenue-Cutter Service. April 12, 1902.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That on and after the passage of this act the commissioned officers of the Revenue-Cutter Service shall be as follows: Captains, first lieutenants, second lieutenants, third lieutenants, captain of engineers, chief engineers, first assistant engineers, second assistant engineers, and constructor; and the captain of engineers, chief engineers, first assistant engineers, second assistant engineers shall have the rank of captain, first, second, and third lieutenants, respectively; and the constructor shall have the rank of first lieutenant: *Provided, however*, There shall be no increase in the number of officers upon the active list over the present number in each class or grade.

SEC. 2. That the said commissioned officers shall rank as follows: Captains with majors in the Army and lieutenant commanders in the Navy; first lieutenants with captains in the Army and lieutenants in the Navy; second lieutenants with first lieutenants in the Army and lieutenants (junior grade) in the Navy; third lieutenants with second lieutenants in the Army and ensigns in the Navy: *Provided*, That whenever forces of the Navy and Revenue-Cutter Service shall be serving in cooperation pursuant to law (section twenty-seven hundred and fifty-seven, Revised Statutes), the officers of the Revenue-Cutter Service shall rank as follows: Captains with and next after lieutenant commanders in the Navy; first lieutenants with and next after

lieutenants in the Navy; second lieutenants with and next after lieutenants (junior grade) in the Navy; third lieutenants with and next after ensigns in the Navy: *Provided further*, That no provision of this act shall be construed as giving any officer of the Revenue-Cutter Service military or other control at any time over any vessel, officer, or man of the naval service. Nor shall any naval officer exercise such military or other control over any vessel, officer, or man of the Revenue-Cutter Service, except by direction of the President.

SEC. 3. That the commissioned officers of the United States Revenue-Cutter Service shall hereafter receive the same pay and allowances, except forage, as are now or may hereafter be provided by law for officers of corresponding rank in the Army, including longevity pay.

SEC. 4. That when any officer in the Revenue-Cutter Service has reached the age of sixty-four years he shall be retired by the President from active service; and when any officer has become incapable of performing the duties of his office he shall be either placed upon the retired waiting-orders list or dropped from the service by the President, as hereinafter provided.

SEC. 5. That the Secretary of the Treasury, under the direction of the President, shall from time to time assemble a Revenue-Cutter Service retiring board, composed of officers of the Revenue-Cutter Service and medical officers of the Marine-Hospital Service, consisting of not less than five commissioned officers, two-fifths of whom shall be selected from medical officers of the Marine-Hospital Service, for the purpose of examining and reporting on such officers of the Revenue-Cutter Service as may be ordered by the Secretary of the Treasury to appear before it; and the members of said board shall be sworn, in every case, to discharge their duties honestly and impartially, the oath to be administered to the members by the president of the board, and to him by the junior member or recorder; and such board shall inquire into and determine the facts touching the nature and occasion of the disability of any officer who appears to be incapable of performing the duties of his office, and shall have such powers as may be necessary for that purpose; and when the board finds an officer incapacitated for active service it shall also find and report the cause which in its judgment has produced his incapacity, whether such cause is an incident of service, whether due to his own vicious habits, or the infirmities of age, or physical or mental disability. The proceedings and decisions of the board shall be transmitted to the Secretary of the Treasury, and shall by him be laid before the President for his approval or disapproval and his orders in the case.

SEC. 6. That when a board finds that an officer is incapacitated for active service, and that his incapacity is the result of an incident of service, or is due to the infirmities of age, or physical or mental disability, and not his own vicious habits, and such decision is approved by the President, he shall be retired from active service and placed upon a retired waiting-orders list. Officers thus retired may be assigned to such duties as they may be able to perform, in the discretion of the Secretary of the Treasury.

SEC. 7. That when a board finds that an officer is incapacitated for active service, and that such incapacity is the result of his own vicious habits and not due to any incident of service, and its decision

shall be approved by the President, the officer shall be dropped from the service.

SEC. 8. That when any commissioned officer is retired from active service, the next officer in rank shall be promoted according to the established rules of the service, and the same rule of promotion shall be applied successively to the vacancies consequent upon such retirement: *Provided*, That all promotions shall be subject to examination to determine the professional qualifications of the candidates, and such examination shall be wholly written before a board of officers of the Revenue-Cutter Service, and their physical qualifications shall be reported upon by a board of medical officers of the Marine-Hospital Service, and such board shall be convened by the Secretary of the Treasury whenever the exigencies of the service require.

SEC. 9. That all officers borne upon the retired or permanent waiting-orders list at the date of the passage of this act, or hereafter, shall receive seventy-five per centum of the duty pay, salary, and increase of the rank upon which they have been or may be retired: *Provided*, That no longevity increase of pay shall be allowed for any length of service accruing after retirement.

SEC. 10. That all laws or parts of laws inconsistent or in conflict with the provisions of this act be, and the same are hereby, repealed. (32 Stat. L., 100.)

AN ACT Making appropriations to supply urgent deficiencies in the appropriations for the fiscal year ending June thirtieth, nineteen hundred and six, and for other purposes. Approved February 27, 1906.

* * * To supply a deficiency in the appropriation for expenses of Revenue-Cutter Service for the fiscal year ended June thirtieth, nineteen hundred and four, one thousand two hundred and seventy-seven dollars and fifty-two cents: *Provided*, That the office of captain of engineers in the Revenue-Cutter Service of the United States is hereby abolished from the date of the death of the late incumbent, and that on and after the passage of this act the President may select and appoint, by and with the advice and consent of the Senate, a chief engineer of said service, who has served not less than three years in that grade, as engineer in chief of the Revenue-Cutter Service, for a period of four years, and no longer, unless reappointed or sooner retired by reason of age or disability: *And provided further*, That the engineer in chief thus appointed shall thereafter receive the rank, pay, and allowances, while holding said appointment, that are now or may hereafter be prescribed for a captain of the Revenue-Cutter Service, but nothing herein shall operate to increase the number of chief engineers now in the Revenue-Cutter Service. (34 Stat. L., 30.)

AN ACT To amend the act approved March sixth, eighteen hundred and ninety-six, relating to the anchorage and movements of vessels in Saint Marys River. April 26, 1906. (Public No. 127.)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section one of the act approved March sixth, eighteen hundred and ninety-six, entitled "An act relating to the anchorage and movements of vessels in Saint Marys River," be, and hereby is, amended to read as follows:

"That the Secretary of Commerce and Labor be, and he hereby is, authorized and directed to adopt and prescribe suitable rules and

regulations governing the movements and anchorage of vessels and rafts in Saint Marys River from Point Iroquois, on Lake Superior, to Point Detour, on Lake Huron, and for the purpose of enforcing the observance of such regulations the Secretary of the Treasury is hereby authorized to detail one or more revenue cutters for duty upon the request of the Secretary of Commerce and Labor on said river." (34 Stat. L., 136.)

AN ACT To provide for the removal of derelicts and other floating dangers to navigation. May 12, 1906.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Treasury is authorized to have constructed, at a cost not to exceed two hundred and fifty thousand dollars, a steam vessel specially fitted for and adapted to service at sea in bad weather, for the purpose of blowing up or otherwise destroying or towing into port wrecks, derelicts, and other floating dangers to navigation, said vessel to be operated and maintained by the Revenue-Cutter Service under such regulations as the Secretary of the Treasury may prescribe. (34 Stat., 190.)

AN ACT To regulate enlistments and punishments in the United States Revenue-Cutter Service. Approved May 26, 1906.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That all persons composing the enlisted force of the Revenue-Cutter Service shall be enlisted for a term not to exceed three years, in the discretion of the Secretary of the Treasury, who shall prepare regulations governing such enlistments and for the general government of the service.

SEC. 2. That no commander of a vessel of the Revenue-Cutter Service shall inflict upon any commissioned or warrant officer under his command any other punishment than private reprimand, suspension from duty, arrest, or confinement, and such suspension, arrest, or confinement shall not continue longer than ten days, unless a further period be necessary to bring the offender to trial; nor shall he inflict or cause to be inflicted upon any other person under his command for a single offense, or at any one time, any other punishment than confinement, with or without single irons, on board ship; confinement, on bread and water, with or without single irons, on board ship; deprivation of liberty on shore for a period not exceeding three months; extra duties, and, in case of absence without leave falling short of desertion, forfeiture of two days' pay for each day of unauthorized absence: *Provided,* That such confinement shall not continue longer than ten days, unless further confinement be necessary to bring the offender to trial, and, when on bread and water, a full ration shall be served every third day: *Provided,* That all punishments inflicted by the commander or by his order, except reprimand, shall be fully entered upon the ship's log.

SEC. 3. That offenses against the discipline of the Revenue-Cutter Service too grave in character to be adequately dealt with directly by the commanding officer, as hereinbefore provided, may be punished by Revenue-Cutter Service court, to be convened by or under the direction of the Secretary of the Treasury. Such courts shall consist

of not less than three commissioned officers of the Revenue-Cutter Service, and shall, under rules approved by the Secretary of the Treasury, be governed in their organization and procedure substantially in accordance with naval courts, but the jurisdiction of Revenue-Cutter Service courts shall be limited to the following offenses, namely: Disobeying lawful order of superior officer; refusing to obey lawful order of superior officer; striking, assaulting, or attempting or threatening to strike or assault a superior officer while in the execution of the duties of his office; drunkenness on duty; drunkenness; gambling; misappropriation of mess funds; misuse of Government property or supplies; fraudulently signing vouchers; theft in an amount under one hundred dollars; scandalous conduct tending to the destruction of good morals; desertion; absence from duty without leave or after leave has expired; neglect of duty; conduct unbecoming an officer and a gentleman; malicious or willful destruction of public property; aiding or enticing others to desert; smuggling liquor on board a vessel of the Revenue-Cutter Service; cruelty toward or oppression or maltreatment of any subordinate person in the service; using obscene or abusive language; violating or refusing obedience to any lawful order or regulation issued by the Secretary of the Treasury or the President. Such courts shall have power to impose upon a commissioned officer none other than the following punishments, namely: Summary dismissal from the service; suspension from duty for a period of two years or any part thereof upon reduced pay, which shall in no case be less than one-half nor more than three-fourths of the duty pay of such officer; reduction of rank in his own grade; retention of his present number on the official register for a specified time; imprisonment for a period not to exceed two years; official reprimand. The only punishments that may be imposed by such courts upon any person in the Revenue-Cutter Service other than a commissioned officer shall be the following, namely: Dishonorable discharge; forfeiture of not to exceed two months' pay; imprisonment on land for a period not to exceed one year; confinement aboard ship not to exceed one month; confinement in single irons, on bread and water, or on diminished rations, not exceeding thirty days, but a full ration shall in all cases be given at least every third day; confinement in single irons; reduction to next inferior rating; deprivation of liberty for a period not to exceed three months; extra duties; and imposing of these punishments to be regulated in accordance with rules prescribed by the Secretary of the Treasury. A commissioned officer of the said service may be designated by the convening authority as official prosecutor to prosecute the case in the interests of the Government, and whose general powers and duties will be prescribed by the Secretary of the Treasury. The proceedings, findings, and the sentences of Revenue-Cutter Service courts shall be subject to review by the Secretary of the Treasury, as the convening authority and the records of such courts shall be filed in the division of Revenue-Cutter Service, Treasury Department, and no sentence of such courts shall be carried into effect until approved by the said Secretary: *Provided*, That in the case of a commissioned officer a sentence of dismissal shall not be carried into effect until approved by the President of the United States.

SEC. 4. That the Secretary of the Treasury may designate, as the place of execution of the sentence of a Revenue-Cutter Service court involving imprisonment, any prison or penitentiary that receives Federal prisoners.

SEC. 5. That it shall be lawful for the commanding officer of a vessel of the Revenue-Cutter Service to apprehend and arrest, or cause to be apprehended and arrested, by the force under his command, a deserter from the Revenue-Cutter Service wherever found, and shall have authority to call upon all persons to assist in such arrest, and all persons so assisting are hereby invested with the power and authority of deputy United States marshal, and shall deliver the offender on board the vessel from which he deserted: *Provided*, That a reward for the apprehension and delivery of a deserter from the Revenue-Cutter Service, as hereinbefore provided, not to exceed fifteen dollars, may be offered by the commanding officer of the vessel from which the person deserted, and this reward, or any part thereof, may be deducted and paid from money due said deserter: *Provided*, That no person who has deserted from the Revenue-Cutter Service shall afterwards be employed in said service or enlisted in any other military or naval service under the United States, unless he shall have delivered himself aboard the vessel from which he deserted or been apprehended, and the disability shall have been removed by a board of commissioned officers of the said service convened for a consideration of the case, and the action of the said board shall have been approved by the Secretary of the Treasury.

SEC. 6. That the jurisdiction preferred by this act for the punishment of offenses against the discipline of the Revenue-Cutter Service shall not be regarded as exclusive, but offenders may, in the discretion of the Secretary of the Treasury, be turned over to the civil authorities for trial by any court having jurisdiction of the offense.

SEC. 7. That for offenses against the laws of the United States other than those specified in this act offenders shall be turned over to the civil authorities for trial. (34 Stat. L., 200.)

AN ACT To prohibit aliens from fishing in the waters of Alaska. Approved June 14, 1906.

* * * * * * *

SEC. 5. That the Secretary of Commerce and Labor shall have power to make rules and regulations not inconsistent with law to carry into effect the provisions of this act. And it shall be the duty of the Secretary of Commerce and Labor to enforce the provisions of this act and the rules and regulations made thereunder, and for that purpose he may employ, through the Secretary of the Treasury and the Secretary of the Navy, the vessels of the United States Revenue-Cutter Service and of the Navy. (34 Stat. L., 263.)

AN ACT To regulate the landing, delivery, cure, and sale of sponges. June 20, 1906.

* * * * * * *

SEC. 4. That it shall be the duty of the Secretary of Commerce and Labor to enforce the provisions of this act, and upon his request the Secretary of the Treasury and the Secretary of the Navy may employ vessels of the Revenue-Cutter Service and of the Navy, respectively, to that end. (34 Stat. L., 314.)

AN ACT To promote the efficiency of the Revenue-Cutter Service. June 23, 1906.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That on and after the passage of this act the number of officers on the active list in the grade of third lieutenant in the Revenue-Cutter Service will not exceed thirty-seven: *Provided,* That until such time as the grade of third lieutenant shall be filled as provided in this act there may be advanced to that grade any cadet of the line who has served not less than two years as such cadet, and is recommended for advancement by the Secretary of the Treasury.

SEC. 2. That hereafter the number of cadets of the line allowed in the Revenue-Cutter Service shall be such as to provide for filling the vacancies that may occur in the grade of third lieutenant in said service: *Provided,* That a person to be eligible for appointment as a cadet in the line shall produce satisfactory evidence of good moral character, shall not be less than eighteen nor more than twenty-four years of age at the time of appointment, and shall pass a satisfactory physical examination by a board of officers of the Public Health and Marine-Hospital Service, and a satisfactory educational examination, which must in all cases be written and strictly competitive, by a board of commissioned officers of the Revenue-Cutter Service, both examinations to be conducted under such regulations as shall be prescribed by the Secretary of the Treasury: *Provided,* That no person who has been dismissed or compelled to resign from the Military Academy or from the Naval Academy of the United States for hazing, or for any other improper conduct, shall be eligible for appointment as cadet in the Revenue-Cutter Service: *Provided,* That no person shall become a cadet of the line who does not obligate himself, in such manner as the Secretary of the Treasury may prescribe, to serve at least three years as an officer in said service after graduation, if his services be so long required: *And provided further,* That the Secretary of the Treasury may summarily dismiss from the service any cadet who, during his probationary term, is found unsatisfactory in either studies or conduct, or may be deemed not adapted for a career in the service.

SEC. 3. That hereafter appointments into the grade of second assistant engineer in the Revenue-Cutter Service shall be as at present, except that, before being commissioned, the candidate who has successfully passed the required examination shall serve a probationary term of not less than six months as a cadet engineer to determine his fitness for a commission in said service, and during which probationary term he shall receive a salary of seventy-five dollars a month and one ration per day: *Provided,* That no person shall be commissioned a second assistant engineer who is less than twenty-one or more than twenty-six years of age, nor until he shall have served the probationary term herein required.

SEC. 4. The Secretary of the Treasury is hereby authorized to employ two civilian instructors in the Revenue-Cutter Service, one at a salary of two thousand dollars per annum and one at a salary of one thousand eight hundred dollars per annum.

SEC. 5. That hereafter it shall not be necessary for any commissioned officer of the Revenue-Cutter Service to make oath to his pay accounts.

SEC. 6. That a chief engineer of the Revenue-Cutter Service, to be selected for his special ability in naval construction from the present list of chief engineers by the Secretary of the Treasury, may be commissioned a constructor for engineering duty in said service with the rank, pay, and emoluments now provided by law for a chief engineer: *Provided*, That the vacancy created in the list of chief engineers by such transfer shall not be filled by promotion or otherwise, but the number of chief engineers now authorized by law shall be reduced by one, and that no additional expense shall be incurred by reason of commissioning such chief engineer a constructor. (34 Stat. L., 452.)

AN ACT To increase the efficiency of the personnel of the Revenue-Cutter Service. April 16, 1908.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That on and after the passage of this act the President be, and he is hereby, authorized to appoint in the Revenue-Cutter Service, by and with the advice and consent of the Senate, one captain commandant for a period of four years, who may be reappointed for further periods of four years each, who shall act as chief of the division of Revenue-Cutter Service, with the rank of a colonel in the Army and a captain in the Navy, and who shall have the pay and allowances of a colonel in the Army; six senior captains, who shall perform duty in connection with the construction of vessels and the inspection of their armament and crews and such other duties as the Secretary of the Treasury or the President may prescribe, each with the rank of a lieutenant colonel in the Army and a commander in the Navy, and who shall each have the pay and allowances of a lieutenant colonel in the Army; one engineer in chief for a period of four years, who may be reappointed for further periods of four years each, with the rank of a lieutenant colonel in the Army and a commander in the Navy, and who shall have the pay and allowances of a lieutenant colonel in the Army; and six senior engineers, who shall perform duty in connection with the construction and inspection of the machinery of vessels and such other duties as the Secretary of the Treasury may prescribe, each with the rank of a major in the Army and a lieutenant commander in the Navy, and who shall each have pay and allowances of a major in the Army: *Provided*, That the position vacated by an officer appointed captain commandant or engineer in chief shall be filled by promotion according to existing laws. That any officer who shall hereafter serve as captain commandant shall, when retired, be retired with the rank of captain commandant and with the pay of a colonel in the Army on the retired list, and that an officer whose term of service as captain commandant has expired may be appointed a senior captain and shall be an additional number in that grade, but if not so appointed, he shall resume the lineal position he would have held in his previous grade, as an additional number: *Provided further*, That any officer who shall hereafter serve as engineer in chief shall, when retired, be retired with the rank of engineer in chief and with the pay of a lieutenant colonel in the Army on the retired list, and that an officer whose term of service as engineer in chief has expired may be appointed a senior engineer, and shall be an additional number in that grade, but if not so appointed, he shall resume the lineal position he would have held in his previous grade, as an additional number. Additional

numbers in the grades of senior captain and senior engineer shall at no time exceed two in each grade on the active list.

SEC. 2. That the captain commandant shall be selected from the active list of line officers not below the grade of captain; that the six senior captains shall be made by promotion from the active list of captains in the order of seniority; that the engineer in chief shall be selected from the active list of engineer officers not below the rank of first lieutenant; that the six senior engineers shall be made by promotion from the active list of engineer officers of the rank of first lieutenant in the order of seniority. When a vacancy occurs in any of the grades created by this act, it shall be filled in accordance with the provisions of this section.

SEC. 3. That when the appointments herein provided are made the active list of captains in the Revenue-Cutter Service shall be reduced by six and the active list of engineer officers with the rank of first lieutenant by six, and the said lists shall remain thereafter at thirty-one and twenty-eight, respectively.

SEC. 4. That the examinations and requirements for promotion provided in section eight of the act approved April twelfth, nineteen hundred and two, entitled "An act to promote efficiency of the Revenue-Cutter Service," shall not be required for promotion to the grades created by this act.

SEC. 5. That any officer of the Revenue-Cutter Service with a creditable record who served during the Civil War in the land or naval forces of the United States shall, when retired, have the rank and receive three-fourths of the duty pay and increase of the next higher grade; and the provisions of this section shall apply to officers of the said service now on the retired list.

SEC. 6. That the captain now on the retired list who served as chief of the Division of Revenue-Cutter Service for ten years and until March twenty-sixth, nineteen hundred and five, shall have the rank and receive three-fourths of the duty pay and increase of the highest grade provided for in this act.

SEC. 7. That a constructor or surgeon, with the rank of first lieutenant, after fifteen years' service in the Revenue-Cutter Service, shall have the pay and allowances of a captain.

SEC. 8. That the pay of the enlisted force of the Revenue-Cutter Service shall be increased twenty per centum over the pay that they are now receiving. That all warrant and petty officers of the Revenue-Cutter Service shall receive ten per centum increase of pay for every five years of service as such warrant or petty officers, such increase not to exceed forty per centum of the pay of their grade or rating: *Provided*, That no warrant or petty officer shall be appointed or rated as such without a suitable examination or period of probation to determine his fitness for his grade or rating. That an enlisted man or a warrant or petty officer who has served thirty years in the service shall, upon suitable application, be placed on waiting orders and receive seventy-five per centum of the pay and increase of his grade or rating: *Provided*, That such enlisted man, warrant or petty officer may be assigned to such duties as he may be able to perform.

SEC. 9. That a third lieutenant or an engineer officer with the rank of third lieutenant who has served five years in his grade shall, upon passing the examinations now required by law, be eligible to promo-

tion to the next higher grade: *Provided,* That there shall be no increase in the total number of lieutenants nor in the total number of engineer officers below the rank of first lieutenant authorized by law: *Provided further,* That nothing in this section shall be construed to prevent promotions to fill vacancies as now provided by law.

SEC. 10. That engineer officers who now have or who may hereafter have the rank of captain, first lieutenant, second lieutenant, or third lieutenant in the Revenue-Cutter Service, shall hereafter have the title of captain of engineers, first lieutenant of engineers, second lieutenant of engineers, and third lieutenant of engineers, respectively, and the titles of chief engineer, first assistant engineer, and second assistant engineer are hereby abolished. That precedence between line and engineer officers of the same rank shall be determined by length of continuous service as a commissioned officer.

SEC. 11. That an enlisted man upon first entering the Revenue-Cutter Service shall have credited to his account the sum of forty-five dollars, and upon each subsequent enlistment the sum of twenty dollars, for uniform clothing, and such amount shall be paid to said enlisted man at the expiration of his term of enlistment if he has served a full term as prescribed by the Secretary of the Treasury and has received an honorable discharge.

SEC. 12. That the presidents and recorders of Revenue-Cutter Service courts and commanding officers of vessels of the Revenue-Cutter Service be, and are hereby, authorized to administer oaths of allegiance and such other oaths as may be necessary for the proper conduct of said service; and that commanding officers of vessels of the Revenue-Cutter Service be, and are hereby, authorized to administer oaths generally in Alaska.

SEC. 13. That the number of officers allowed in the grades of second lieutenant and third lieutenant and second lieutenant of engineers and third lieutenant of engineers is hereby increased five in each of said grades.

SEC. 14. That all acts or parts of acts inconsistent herewith are hereby repealed. (35 Stat. L., 61.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and nine, and for other purposes. May 27, 1908.

* * * That hereafter no pension shall be allowed or paid to any commissioned officer, warrant officer, or enlisted man in the Revenue-Cutter Service, either on the active or retired list. (35 Stat. L., 322.)

AN ACT Making appropriations for sundry civil expenses of the Government for the fiscal year ending June thirtieth, nineteen hundred and twelve, and for other purposes. March 4, 1911.

* * * *Provided,* That officers and men of the Revenue-Cutter Service dying in the service of the United States, or dying in a destitute condition after having been honorably discharged from the service, may be buried in any national cemetery free of cost, under the regulations now or hereafter provided for the burial of officers and men of the Army in national cemeteries. (36 Stat. L., 1389.)

Exhibit No. 4B.

Regulations and General Orders of the Service.

The regulations of the service are published in a volume of 293 pages, entitled "Regulations for the Revenue-Cutter Service of the United States, 1907." These regulations have been supplemented and amended by general orders issued from time to time since the publication of the foregoing regulations. As these documents are readily available in printed form, they are not reproduced here, but are made a part of this report by reference.

Exhibit No. 5B.

Report of the Secretary of the Treasury, Fiscal Year 1910, Regarding the Revenue-Cutter Service.

[The service itself makes no report that is printed. The following gives all references to the service contained in the Annual Report of the Secretary of the Treasury, fiscal year 1910.]

The following is a summary of the regular work of the Revenue-Cutter Service during the fiscal year 1910:

Lives saved (actually rescued) from drowning	25
Persons on board vessels assisted	1,801
Persons in distress taken on board and cared for	365
Vessels assisted	156
Vessels boarded and papers examined	18,799
Vessels seized or reported for violation of law	647
Fines and penalties incurred by vessels reported	$160,569
Value of vessels assisted and their cargoes	$10,247,535
Derelicts and obstructions to navigation removed or destroyed	28
Net expenditure:	
Appropriation for maintenance of the service, including appropriation for special repairs	$2,563,000
Estimated unexpended balance	$9,761.96

The duties of the service have been actively performed on all parts of the seacoast of the United States, both on the Atlantic and the Pacific Oceans, and have extended, as usual, to the Great Lakes, Alaska, Porto Rico, and Hawaii. The cutters have continued their work in Bering Sea and other northern waters for the protection of the fur seals and the fisheries. On July 9, 1909, the Japanese schooner *Tenyu Maru* was seized for illegal sealing within territorial limits, and on June 28, 1910, the schooner *Tokai Maru* was taken into custody at Kalekta Bay for fishing in American waters in violation of the act of June 14, 1906. The sailing master and navigator of the Japanese schooner *Koyei Maru*, who proved to be a naturalized citizen of the United States, was arrested for unlawful sealing and was subsequently tried and convicted of the offense.

In the month of January, 1910, the cutter *Thetis*, with headquarters at Honolulu, proceeded to various islands of the Hawaiian Group, which had been set apart by executive order as a reserve and breeding ground for native birds, for the purpose of breaking up reported depredations at those places by alien plumage hunters. The *Thetis* arrested on Laysan and Lisiansky Islands 23 Japanese subjects engaged in the illicit killing of birds, and seized plumage in their possession valued at $112,470.

Timely and valuable assistance was rendered to the natives of northern Alaska and to the Government interests in that territory by the vessels of the service which made cruises into the Arctic Ocean.

There have been in commission during the year 26 cruising cutters and 18 harbor vessels and launches which have performed boarding and other duties at the principal seaports. The regulations for the movements of vessels in the St. Marys River, prior to and after their passage through the locks of the canal at Sault Ste. Marie and the enforcement of the anchorage laws at New York and Chicago, have been strictly maintained.

Twelve officers have, under authority of the law on the subject, been attached to duty in connection with the Life-Saving Service.

Effective aid has been rendered to merchant vessels wherever found in distress. During the winter, which was severe, the service was particularly alert in carrying out the requirements of the law and regulations covering this important duty. The value of marine property assisted was considerable and the number of vessels to which timely relief was afforded was as large as that of the previous year. The *Tahoma*, in the midst of the winter (Feb. 9, 1910), on short notice, sailed from Port Townsend for the Aleutian Islands, Alaska, a distance of 1,300 miles, and succeeded in rescuing five sailors who had been cast away from the wrecked steamer *Farallon* a month previously. They were found at the village of Afognak, and had suffered great hardships. The *Bear*, in October, 1909, conveyed from Nome to Seattle 136 destitute people. At the opening of navigation in Bering Sea the same year the *Thetis* picked up and saved the British steamer *Puritan*, which had stove her bow and lost the blades of her propeller in endeavoring to make her way through the ice fields. She was towed into Nome by the cutter. The value of the vessel and her cargo, as given by the charterer, was $225,000.

Twenty-eight dangerous derelicts and obstructions to navigation some of which were very difficult to handle, were removed from the paths of commerce by vessels of the service. Two of these, the four-masted schooner *Asbury Fountain* and the three-masted schooner *Sadie C. Sumner*, were found at sea abandoned and were towed to Norfolk, Va., the first named by the *Onondaga* and *Mohawk*, the other by the *Seneca*, and delivered to the owners. They were valued with their cargoes of lumber at $102,000. It required six days of persevering and arduous effort to get the *Sadie C. Sumner* into port.

Notwithstanding the many and diverse duties of the Revenue-Cutter Service, strict attention is paid to keeping up efficiently its military organization and discipline. Naval drills and target practice with rapid-fire guns and small arms are conducted regularly.

VESSELS.

Recommendation is renewed that the *Woodbury*, which is obsolete and unsuited to the proper performance of duties on the Maine coast, where she is stationed, be replaced as soon as practicable by a modern, well-equipped vessel. The *Manhattan*, at New York, engaged in enforcing the anchorage regulations which apply to the North and East Rivers and the Kill Van Kull, should also be replaced by a better

vessel. A boarding vessel for Chicago is again urged on account of the great commercial and shipping interests of that port.

CONTROL OF REGATTAS.

Attention is again called to the need of modifying the law in regard to patrolling the courses of regattas and marine parades if the Revenue-Cutter Service is to continue to enforce regulations to promote the safety of life on those occasions. There is no reason why the control of regattas should not be directly under the jurisdiction of this service, leaving it only to the Department of Commerce and Labor to exact the penalties for violation of the navigation laws as circumstances may require. Under present conditions that department now prescribes regulations directing the movements of revenue cutters at such events, which, not being deemed in accordance with the intent of the law, this department of course can not recognize. Regulations for the purpose of carrying out the provisions of the law governing the patrol of the course of a yacht or boat race should be made by those who do the work, who are thoroughly familiar with it, and who must necessarily be governed at such times by the character of the race, the existing conditions, and the numerical strength both of the contestants and the patrol vessels. Directions for the guidance of revenue cutters on these occasions can not properly be formulated and issued by an office that presumably knows little or nothing of the actual exigencies attending such contests.

SERVICE STATION AT DUTCH HARBOR OR UNALASKA.

Owing to the fact that Dutch Harbor and Unalaska have been the base of operations of the Revenue-Cutter Service in northern waters for many years past and are likely to continue to be for some time to come, it is desirable that a permanent station be established at one of those places for the use of the service. This would provide facilities which would enable the service to do the best work in connection with the growth of Alaska, such as the enforcement of law and order in remote places in that Territory, the supervision of and assistance to a constantly increasing commerce, the preservation of the fur seals, other fisheries and game, and the prevention of illegal acts by the crews of foreign vessels. Dutch Harbor would be the better location for this purpose, but if the Government could not acquire at reasonable cost the site at that place now owned and occupied by the North American Commercial Co., consisting of about 40 acres, with wharf, storehouses, and other buildings, a reservation could be had at Unalaska, about 1 mile to the southward, and various buildings now there repaired and put in proper condition for use. The commanding officer of the Bering Sea fleet the past season strongly recommends one of these courses and states that the station could probably be maintained on the saving effected in the matter of fuel for the ships, as coal could then be purchased and stored by the service.

* * * * * * *

REVENUE-CUTTER SCHOOL.

During the past summer the Treasury Department acquired possession of Fort Trumbull, at New London, Conn., which the War Department had recently abandoned. The buildings are being trans-

ferred into a school of instruction for the Revenue-Cutter Service. The practice ship *Itasca* and 50 cadets have been transferred to the new station. This has enabled the department to gratify a cherished ambition of the service to enlarge and improve its facilities for instruction and extend its curriculum and thus tone up its personnel. The long and creditable record of this well-disciplined service is secure in the hands of men of the right spirit, who are justly proud of the worthy traditions of the service.

EXHIBIT No. 6B.

LETTER OF THE SECRETARY OF THE TREASURY GIVING A STATEMENT OF THE EXPENDITURES OF THE SERVICE, FISCAL YEAR 1910.

[House of Representatives, Document No. 1246, Sixty-first Congress, third session.]

EXPENSES OF REVENUE-CUTTER SERVICE.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
Washington, December 30, 1910.

SIR: In compliance with the requirements of chapter 1069, Statutes at Large (p. 511, vol. 25), I have the honor to state that the detailed expenses of the Revenue-Cutter Service for the fiscal year ended June 30, 1910, were as follows:

Pay of commissioned officers and cadets, including commutation of quarters and light and heat	$836,024.77
Pay of warrant officers, enlisted men, pilot, and instructors, including commuted rations	839,854.09
Rations of crews	130,137.51
Fuel and water	236,840.94
Ship chandlery and engineers' stores, and supplies and outfits	241,322.96
Repairs	227,094.14
Traveling expenses and mileage	14,529.36
Contingent expenses	19,557.91
	2,545,361.68

Respectfully,

FRANKLIN MACVEAGH,
Secretary.

The SPEAKER OF THE HOUSE OF REPRESENTATIVES,
Washington, D. C.

EXHIBIT No. 7B.

EXTRACT FROM THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION ACT FOR THE FISCAL YEAR 1912, MAKING APPROPRIATIONS FOR THE SERVICE.

APPROPRIATIONS FISCAL YEAR 1912 FOR THE REVENUE-CUTTER SERVICE.

[Legislative, executive, and judicial appropriation act, Mar. 4, 1911.]

For expenses of the Revenue-Cutter Service: For pay and allowances of captain commandant and officers of that rank, senior captains, captains, lieutenants of engineers, two constructors, cadets,

cadet engineers, two contract surgeons, two civilian instructors, and pilots employed, and rations for pilots; for pay of warrant and petty officers, ships' writers, buglers, seamen, oilers, firemen, coal heavers, water tenders, stewards, cooks, and boys, and for rations for the same; for allowances for clothing for enlisted men; for fuel for vessels, actual traveling expenses or mileage, in the discretion of the Secretary of the Treasury, for officers traveling on duty under orders from the Treasury Department; commutation of quarters; for the maintenance of vessels in the protection of the seal fisheries in Bering Sea and the other waters of Alaska, and the enforcement of the provisions of law in Alaska; for the maintenance of vessels in enforcing the provisions of the acts relating to the anchorage of vessels in the ports of New York and Chicago, and in the Kennebec River, and the movements and anchorage of vessels in Saint Marys River; for temporary leases and improvement of property for revenue-cutter purposes; not exceeding seven thousand dollars for the improvement of the depot for the service at Arundel Cove, Maryland; not exceeding one hundred and fifty dollars for medals in marksmanship; contingent expenses, including wharfage, towage, dockage, freight, advertising, surveys, labor, and all other necessary miscellaneous expenses which are not included under special heads, two million two hundred and eighty-eight thousand dollars: *Provided*, That officers and men of the Revenue-Cutter Service dying in the service of the United States, or dying in a destitute condition after having been honorably discharged from the service, may be buried in any national cemetery free of cost, under the regulations now or hereafter provided for the burial of officers and men in the Army in national cemeteries.

For repairs to revenue cutters, one hundred and seventy-five thousand dollars.

EXHIBIT No. 8B.

SUMMARY OF EXPENDITURES OF THE REVENUE-CUTTER SERVICE FOR THE FISCAL YEAR 1911.

[Furnished to he Commission on Economy and Efficiency by the Secretary of the Treasury.]

Expenditures of the Revenue-Cutter Service for the fiscal year ended June 30, 1911.

Washington office		$63, 678.96
Office of superintendent of construction and repair, Baltimore, Md		14, 250.35
School of instruction, Fort Trumbull, New London, Conn		114, 891.38
Depot, Revenue-Cutter Service, Arundel Cove, Md		50, 411.29
General store, San Francisco, Cal		7, 453.06
Revenue cutters, tugs, and launches		1, 940, 473.86
Division and fleet supervision		41, 494.58
Supervisor of anchorages[1] (Chicago)		1, 842.55
Miscellaneous:		
Pay of retired officers	$212, 829.25	
Pay of officers on life-saving duty	39, 825.35	
Pay of warrant officers and enlisted men on waiting orders	8, 354.17	
General expenses—		
Travel	4, 559.03	
Other	1, 819.34	
		267, 387.14
		2, 501, 883.17

[1] The supervision of anchorages at the port of New York is performed by the division officer at New York.

EXHIBIT No. 9B.

BIBLIOGRAPHY OF THE REVENUE-CUTTER SERVICE.

1. Annual reports of the Secretary of the Treasury. G. P. O.

   It is rather remarkable that the Revenue-Cutter Service, which expends $2,500,000 annually, makes no annual report that is printed for general distribution. The only report of an administrative character that is available is the brief reference that is made to the work of the service in the report proper of the Secretary of the Treasury.

2. Letter of the Secretary of the Treasury transmitting detailed statement of expenses of the Revenue-Cutter Service for the fiscal year ending June 30, 1910. (61st Cong., 3d sess., H. Doc. 1245.)

   This statement, which is made annually, is of the most summary character. Though Congress has directed that a detailed statement be made of the expenses of the service, only a few summary totals are transmitted to Congress. They furnish no information regarding the expenses of operating the service as distinguished from capital outlay, regarding the cost of performing the different duties discharged, regarding the cost of maintaining and operating the different branches of the service, or regarding the objects for which expenditures are made. They thus fail absolutely to furnish the information that is needed for any intelligent consideration of the work of the service or the efficiency and economy with which the latter is conducted.

3. Regulations for the Revenue-Cutter Service of the United States, 1907. Treasury Department Document, No. 2458. Wash., 1907.

4. General Orders of Division of Revenue-Cutter Service. Annual publication.

   Supplements and amends regulations.

5. List and Stations of the Commissioned Officers of the Revenue-Cutter Service. 12 pp. G. P. O. Wash., 1910.

   Considers needs of the service as to organization, personnel, promotion, etc.

6. Register of the Officers and Vessels of the Revenue-Cutter Service. 94 pp. G. P. O. Wash., 1910.

7. Report of the Chief of Division of Revenue-Cutter Service. 62 pp. G. P. O. Wash., 1897.

8. Treasury Department: United States Revenue-Cutter Service: Paper by Beekman Winthrop, Assistant Secretary of the Treasury. July 8, 1907. G. P. O. Wash., 1907.

9. Treasury Department: United States Revenue-Cutter Service: Paper by C. D. Hilles, Assistant Secretary of the Treasury. June 11, 1909. G. P. O. Wash., 1909.

10. Treasury Department: United States Revenue-Cutter Service: Paper by Charles D. Hilles, Assistant Secretary of the Treasury. June 16, 1910. G. P. O. Wash., 1910.

11. Annual Reports of the Secretary of the Navy, 1882, 1883, 1889.

    Contains recommendations of the Secretary of the Navy for the transfer of the Revenue-Cutter Service to the Navy Department.

12. Paper by Philip H. Peters on the "Revenue-Marine Service." Annual Report of the Secretary of the Navy, 1882. G. P. O. Wash., 1882.

    Gives history of the service and arguments in support of the proposition to transfer the service to the Navy Department.

13. Reports in Regard to the Transfer of the Bureaus and Divisions of the Merchant-Marine in the Treasury Department to the Navy Department. Treasury Department Document, No. 395, 1883. G. P. O. Wash., 1883.

    Gives replies by the heads of the maritime services of the Treasury Department opposing their transfer to the Navy Department as urged by the Secretary of the Navy.

14. Letter from the Secretary of the Treasury transmitting, in response to Senate Resolution of May 7, 1890, report upon the proposed transfer of the Revenue Marine. 51st Cong., 1st sess., S. Ex. Doc. 116.

    Contains: (1) A detailed history of efforts looking to the transfer of the service from the Treasury Department to the Navy Department from the organization of the service in 1790 to 1890. The reports and recommendations of the Secretaries of the Treasury relative to the transfer are quoted in full, and the action had on bills and resolutions in Congress is given. The recommendations of the Secretary of the Navy are referred to but not reproduced.

    (2) A reprint of reports in regard to the transfer of the Bureaus and Divisions of the Merchant Marine in the Treasury Department to the Navy Department, originally printed as Treasury Department Document, No. 395, 1883; and

    (3) Copies of (*a*) bill to transfer the administration of the Revenue-Cutter Service to the Navy Department introduced in the House of Representatives by Mr. B. W. Harris, January 2, 1883, and (*b*) bill to establish a bureau of mercantile marine in the Navy Department, introduced in the House of Representatives by Mr. B. W. Harris, January 2, 1883.

15. Report from the Committee on Naval Affairs to accompany bill H. R. 6944 (substitute for H. R. 71 and H. R. 450), transferring the Revenue-Cutter Service from the Treasury Department to the Navy Department. 51st Cong., 1st sess., H. Rept. 76.

16. Report from the Committee on Naval Affairs to accompany bill S. 305, transferring the Revenue-Cutter Service from the Treasury Department to the Navy Department. 51st Cong., 1st sess., S. Rept. 345.

17. Information relative to the Revenue Marine, letter from the Secretary of the Treasury in response to Senate resolution of March 28, 1892, giving certain. 52d Cong., 1st sess., S. Ex. Doc. 73. G. P. O. Wash., 1892.

18. Minority report from the Committee on Naval Affairs to accompany S. 67, transferring Revenue-Cutter Service from the Treasury Department to the Navy Department. Part 2, 52d Cong., 1st sess., S. Rept. 530.

19. Report from the Committee on Naval Affairs to accompany S. 67, transferring Revenue-Cutter Service from the Treasury Department to the Navy Department. 52d Cong., 1st sess., S. Rept. 530.

Contains: (1) Two letters from Hon. B. F. Tracy, Secretary of the Navy, dated January 4, 1890, and February 29, 1892, supporting strongly the proposition to transfer the service from the Treasury Department to the Navy Department.

(2) Copy of report by Mr. H. C. Lodge, from the Committee on Naval Affairs of the House of Representatives, to accompany H. R. 6944 (substitute for H. R. 71 and H. R. 450), recommending favorable action on the proposition to transfer the service to the Navy Department.

(3) Copy of report by Mr. Gray, from the Committee on Naval Affairs of the Senate, to accompany bill S. 305, recommending favorable action on the proposition to transfer the service to the Navy Department.

(4) Extract from the Annual Report of the Secretary of the Navy, Mr. Chandler, for 1882, recommending the transfer of the service to the Navy Department.

(5) Extract from the Annual Report of the Secretary of the Navy, Mr. Chandler, for 1883, recommending the transfer of the service to the Navy Department.

(6) Extract from the Annual Report of the Secretary of the Navy, Mr. Tracy, for 1889, recommending the transfer of the service to the Navy Department.

(7) Extract from paper prepared by George H. Peters, United States Navy, by order of the Secretary of the Navy, on "Reasons for incorporating the Revenue-Marine Service as a branch of the Naval Establishment."

(8) Petition by officers of the Revenue-Marine Service for the transfer of the service to the Navy Department, addressed to the Secretary of the Treasury, Mr. Windom.

(9) List of resolutions passed by various commercial bodies recommending the transfer of the service to the Navy Department.

20. Transfer of the Revenue-Cutter Service from the Treasury Department to the Navy Department, letter from the Secretary of the Navy as to. 52d Cong., 1st sess., S. Misc. Doc. 86. G. P. O. Wash., 1892.

21. Transfer of the Revenue-Cutter Service, letter from the Secretary of the Treasury relative to. 52d Cong., 1st sess., S. Ex. Doc. 44. G. P. O. Wash., 1892.

22. Efficiency of the Revenue-Cutter Service. Report from the Committee on Commerce. 53d Cong., 2d sess., S. Rept. 362. Wash., 1894.

23. Efficiency of the Revenue-Cutter Service. Report from Committee on Commerce. 54th Cong., 1st sess., S. Rept. 112; 54th Cong., 1st sess., H. Rept. 381. Wash., 1896.

24. Letter from the Secretary of the Treasury, transmitting, in response to Senate resolution of the 16th instant, information called for in relation to the Revenue-Cutter Service. 54th Cong., 2d sess., S. Doc. 135.

Contains: (1) A compilation of laws relating to the service.

(2) A compilation of recommendations made to Congress by the several Secretaries of the Treasury regarding the service from December 6, 1889, to February 17, 1897.

(3) A table giving the names and stations of vessels, their length, tonnage, original cost, cost of repairs from date of acquisition to February, 1897, and how and when obtained, etc.

(4) A statement of number of officers and enlisted men in the service.

25. Revenue-Cutter Service, the. Letter from Secretary of Treasury in response to Senate resolution calling for information. 54th Cong., 2d sess., S. Doc. 135. Wash., 1897.

    Contains laws in re the service and recommendations by Secretary for changes looking toward increased efficiency in the service.

26. Efficiency of the Revenue-Cutter Service. Report from Committee on Commerce. 55th Cong., 1st sess., S. Rept. 46. Wash., 1897.

27. Efficiency of the Revenue-Cutter Service. Report from the Committee on Commerce. 55th Cong., 2d sess., S. Rept. 978. Wash., 1898.

    Recommending favorable action on bill (S. 3903) to promote better discipline and administration.

28. Efficiency of the Revenue-Cutter Service. Report from the Committee on Commerce. 56th Cong., 1st sess., S. Rept. 65; 56th Cong., 1st sess., H. Rept. 466. Wash., 1900.

    An argument, with opinions of various authorities, for reorganizing the methods of ranking, scale of compensation, and removal of difference in standing between officers of Army and Navy and Revenue-Cutter Service of same rank.

29. Mileage of certain officers of the Revenue-Cutter Service. Letter from Secretary of the Treasury transmitting a communication from the General Superintendent of Life-Saving Service relating to mileage of certain officers. 57th Cong., 1st sess., H. Doc. 603. Wash., 1902.

30. Report from the Committee on Commerce on S. 105 to promote the efficiency of the Revenue-Cutter Service. 57th Cong., 1st sess., S. Rept. 172; 57th Cong., 1st sess., H. Rept. 622.

    Contains the "official record" of the part taken by the Revenue-Cutter Service in the War with Spain. (2) Data regarding number and pay of officers of the service as existing and as proposed by pending bill to which report relates.

31. Salary tables, Revision of Government. Letter from Secretary of Treasury transmitting copy of opinion of comptroller, etc. 57th Cong., 1st sess., H. Doc. 636. Wash., 1902.

    Places officers of Revenue-Cutter Service on equal salary with officers of corresponding rank in Army or Navy. Also reports creation of a committee to consider question of salaries.

32. Schools. Promotion of education in public marine. Report from Committee on Interstate and Foreign Commerce. 57th Cong., 2d sess., H. Rept. 3420; 57th Cong., 2d sess., S. Rept. 2703. Wash., 1903.

33. Efficiency of the Revenue-Cutter Service. Report from the Committee on Commerce. 58th Cong., 2d sess., S. Rept. 1530. Wash., 1904.

34. Efficiency of the Revenue-Cutter Service. Report from Committee on Commerce. 59th Cong., 1st sess., S. Rept. 809. Wash., 1906.

35. Efficiency of the Revenue-Cutter Service. Report from Committee on Interstate and Foreign Commerce to accompany S. 3044. 59th Cong., 1st sess., H. Rept. 4902. Wash., 1906.
36. Enlistments and punishments in Revenue-Cutter Service. Report from Committee on Commerce to accompany S. 4129. 59th Cong., 1st sess., S. Rept. 956; 59th Cong., 1st sess., H. Rept. 2749. Wash., 1906.
37. Life-Saving Service, authority for detailing officers of Revenue-Cutter Service to, for duty in office of. Letter from Secretary of Treasury transmitting a copy of a communication from General Superintendent of Life-Saving Service. 59th Cong., 1st sess., S. Doc. 304. Wash., 1906.
38. Navy, transfer of certain officers to the. Letter from Secretary of Navy to accompany S. bill 2444. 59th Cong., 1st sess., S. Doc. 117. Wash., 1906.

    To relieve Navy Department from the necessity of withdrawing men from the academy to send them to sea in the middle of the fourth year, the Secretary suggests that power be given the President to appoint officers of the Revenue-Cutter Service and the Naval Militia, by and with senatorial consent, to grade of lieutenant or ensign after an examination to be prescribed by Secretary of Navy.
39. Report from the Committee on Commerce on S. 7663 to increase the efficiency of the Revenue-Cutter Service. 59th Cong., 2d sess., S. Rept. 7322.

    Contains statement of Capt. Worth G. Ross, Chief of the Division of the Revenue-Cutter Service regarding the service.
40. Efficiency of personnel of Revenue-Cutter Service. Report from Committee on Commerce. 60th Cong., 1st sess., S. Rept. 58. Wash., 1908.

    A discussion of rank, promotions, pay, etc., of personnel, together with provisions of new bill. There is added an estimate of the increased annual expense under the provisions of the bill.
41. Report from the Committee on Interstate and Foreign Commerce on S. 24, to increase the efficiency of the personnel of the Revenue-Cutter Service. 60th Cong., 1st sess., H. Rept. 1057.
42. Use of Revenue-Cutter Service in locating yacht of Mr. John J. Astor, a reply to the inquiry of the House as to. 61st Cong., 2d sess., H. Doc. 549.

    Involved with the answer to the particular inquiry is a description of the work and number of vessels used therefor in finding vessels overdue.
43. Manuscript report on the Life-Saving Service; Treasury Department Committee. G. P. O. Wash., 1911.
    1. Report of committee, January 16, 1911.
    2. Comments on the report of a committee appointed to investigate the conduct of business in the Life-Saving Service, March 25, 1911.
    3. Memorandum of committee in reply thereto, April 1, 1911.
    4. Supplementary letter of General Superintendent of the Life-Saving Service, April 14, 1911.

5. Reply of general superintendent to memorandum of committee, April 21, 1911.

This report, though relating primarily to the Life-Saving Service, contains valuable information bearing upon the relations between that service and the Revenue-Cutter Service.

44. Hamilton's Works. 7 vols. Vol. IV. N. Y. C., 1850.

Contains, on page 46, a report on Hamilton's inquiry into size, cost, and estimate of immediate need of vessels. Report is in form of a letter to President, dated September 10, 1790.

45. Revenue-Cutter Service, report on the. Gallatin, A. 4 pp. 10th Cong., 2d sess., Ex. Docs. (Dec. 2). Wash., 1808.

46. Our Coast Guard. Ross, W. C. Harper's New Monthly. Nov., 1886.

Gives history of origin and growth of service, its aims and duties.

47. United States Revenue-Cutter Service in the War with Spain. 49 pp. G. P. O. Wash., 1899.

48. School of Instruction of the United States Revenue-Cutter Service. 12 pp. G. P. O. Wash., 1905.

DEPARTMENT OF COMMERCE AND LABOR,
Washington, January 10, 1912.

SIR: I have the honor to return herewith the report of the Committee on Economy and Efficiency relating to the Revenue-Cutter Service of the Treasury Department, transmitted with your letter of the 27th ultimo.

The Department of Commerce and Labor, for the enforcement of various laws, needs vessels outside of its own fleet (46 seagoing lighthouse tenders, 64 light vessels, 18 seagoing Coast and Geodetic Survey vessels, and 5 seagoing Fisheries vessels), and it has been customary to use some of the 45 vessels of the Revenue-Cutter Service.

The navigation laws (including steamboat-inspection laws, anchorages, St. Marys River, motor-boat law, rules to prevent collisions, regatta regulations, etc.) are, with rare exceptions, enforced on the waters within territorial limits and on relatively smooth water. Armed seagoing revenue cutters are not particularly adapted to these purposes, and as a rule better results may be secured by the use of smaller and less expensive vessels. The department's six months' experience with an appropriation of $15,000 has confirmed this opinion.

Seagoing vessels of the Revenue-Cutter types are, however, needed to enforce the laws for the protection of the seal fisheries and similar duties in Bering Sea. It is, of course, of no consequence to this department whether these vessels so employed are attached to the Treasury Department or to the Navy Department. In fact, there would be some plain advantages in having vessels for these purposes attached directly to the Department of Commerce and Labor and administered together with the larger fleet already under its control.

Patrol of coast waters to aid vessels in distress is closely allied to the purposes for which the Life-Saving and Lighthouse Services are established. In fact, the regular work of lighthouse tenders requires them to move constantly along the coasts. In so far as the Revenue-

Cutter Service engages in this work a better result would probably be secured if the three services were under one general administrative direction.

Respectfully,

CHARLES NAGEL,
Secretary.

The PRESIDENT,
The White House.

55270–N] DEPARTMENT OF COMMERCE AND LABOR,
Washington, January 10, 1912.

ECONOMY AND EFFICIENCY REPORT ABOLITION OF REVENUE-CUTTER SERVICE.

The Department of Commerce and Labor needs vessels to enforce various laws, and outside of its own fleet (46 seagoing lighthouse tenders, 64 light vessels, 18 seagoing Coast and Geodetic Survey vessels, and 5 seagoing Fisheries vessels) it uses for convenience some of the 45 vessels of the Revenue-Cutter Service.

1. The navigation laws (including steamboat-inspection laws, anchorages, St. Marys River, motor-boat law, rules to prevent collisions, regatta regulations, etc.), are enforced on the water with rare exceptions within territorial limits and on relatively smooth water. Armed seagoing revenue cutters are not adapted to these purposes, and better results may be secured much more generally by the use of smaller and much less expensive vessels. The department's six months' experience with an appropriation of $15,000 has demonstrated these facts.

2. Seagoing vessels of revenue-cutter types are needed to enforce laws for the protection of the seal fisheries and similar duties in Bering Sea. It matters little to this department whether the vessels thus employed are attached nominally to the Treasury or Navy Departments. There are some plain advantages in having vessels for these purposes attached directly to the Department of Commerce and Labor, and administered together with the larger fleet already under its control.

3. Patrol of coast waters to aid vessels in distress is allied to the purposes for which the Life-Saving and Lighthouse Services are established—in fact the regular work of lighthouse tenders requires them constantly to move along the coasts. In so far as the Revenue-Cutter Service engages in this work, its energies probably would be more effective if the three services were under one general administrative direction.

FEBRUARY 8, 1912.

MY DEAR MR. PRESIDENT:

I have your letter of January 22 with a redraft of the general report on the Revenue-Cutter Service. In the main I shall be compelled to restate the conclusions which are contained in my earlier letter of January 10, but perhaps I may be permitted to express my views upon the general recommendation of the commission more fully.

With the conclusions reached by the commission I agree. It is apparent that the conditions which gave rise to the organization of the Revenue-Cutter Service have practically ceased to exist. It is equally clear that the duties which have since then been added to this service are such that they can be more advantageously distributed among the several departments which are peculiarly charged with them.

Assuming, therefore, that at the present time there is no sufficient reason for the continuance of the Revenue-Cutter Service as a separate organization, the immediate question is, How shall the distribution be had? To my mind the argument of the commission for the transfer of the cruising cutters to the Navy is conclusive. Such a change would make for economy and, as I see it, for efficiency. I do not believe that the proposed transfer would in any measure embarrass other departments that have enjoyed the assistance of the Revenue-Cutter Service. In so far as such assistance continues to be necessary, it can be rendered by assignment from the Navy just as promptly and satisfactorily as is true now.

The Department of Commerce and Labor, as was stated in my earlier letter, has had comparatively little use for seagoing vessels. Such use has been limited substantially to Bering Sea, and even in those waters to the protection of the seal herds. It appears to me that such protection can be given by the revenue cutters if they are under the control of the Navy just as satisfactorily as has so far been done.

As was stated in my earlier letter, the navigation laws, including steamboat-inspection laws, anchorages, St. Mary's River, motorboat laws, rules to prevent collisions, regatta regulations, etc., are, with rare exceptions, in force on the waters within territorial limits, and on relatively smooth water. As a general rule, this service can be more satisfactorily intrusted to the smaller and less expensive vessels, and the Department would really have very little, if any, use for revenue cutters in this service provided the smaller craft is supplied.

The patrol of coast waters to aid vessels in distress, to my mind, presents the most difficult question. It is my impression that some revenue cutters should be reserved for this service, and it does not appear to me that such revenue cutters should be under the control of the Navy. On the contrary, I am of the opinion that such service is closely allied with the Lighthouse and Life-Saving Services, and should be consolidated with them. I can see no sufficient reason why the Lighthouse Service and the Life-Saving Service should not be combined. In my judgment, such a consolidation would make for economy and efficiency, and if it is had, I think a number of revenue cutters should be connected with that service. It is true that our lighthouse tenders constantly move along the coast and may be trusted to do a considerable part of this work, but it is also true that these tenders are required to make their trips at stated times, to reach certain points at given dates, and that this regular service may not hold them sufficiently free to meet conditions resulting from the dangers of the sea. In my judgment, it would be advisable, therefore, to retain a few revenue cutters so that they may be free to patrol the coast waters and to render such service in connection with navigation, steamboat inspection, etc., as may be called for. In

other words, I would be in favor of making experiments under the revised plan in order that the details of the system may be worked out in the light of actual experience.

Very sincerely, yours,

CHARLES NAGEL,
Secretary.

The PRESIDENT,
The White House.

FEBRUARY 7, 1912.

SIR: In reply to your letter of January 22, regarding the Revenue-Cutter Service, I have the honor to inclose a memorandum which gives the department's views on this subject.

Respectfully,

G. v. L. MEYER.

The PRESIDENT,
The White House.

FEBRUARY 7, 1912.

[Memorandum: Subject: Report of Cleveland Economy Board upon the Abolishment of the Revenue-Cutter Service.]

The functions of the two services are not similar (see p. 10); the chief function of the Navy is the preparation and maintenance of the personnel and matériel in readiness for war; a further function is the protection of American citizens and property in foreign countries.

The chief functions of the Revenue-Cutter Service on the high seas are—

(1) The assistance of vessels in distress.
(2) The protection of seal fisheries and sea-otter hunting grounds.
(3) The destruction of derelicts at sea.

It is not believed that the personnel of the Revenue-Cutter Service can aid in the maintenance of the fleet in its readiness for war and it is doubtful if the Navy Department would wish to intrust it with the handling of delicate diplomatic questions constantly arising in Central America, the West Indies, and elsewhere.

It is true that the chief functions of the Revenue-Cutter Service can be performed by the Navy, but this can not be done as stated in the Cleveland report (p. 13) in the regular performance of their military duties. All duties which interfere with the training of the personnel for war are irregular and in a degree detrimental to the efficiency of the fleet.

We agree with the report of the board that it would be economy to abolish the Revenue-Cutter Service as a separate branch of the Government. It is believed that certain duties now performed by that service of a maritime nature could be provided for by the Navy. It is not believed to be to the best interests of the Navy or of the Government to transfer the personnel of the Revenue Marine to the Navy.

The naval service has had its efficiency affected in the past by the conflicting interests of the various corps upon the subject of rights, pay, precedence, division of duties, privileges, etc. It has made great progress recently in overcoming these adverse conditions and in establishing a harmonious personnel, realizing a harmonious personnel is just as important as a homogeneous fleet.

There are in the Revenue-Cutter Service 390 officers and cadets and it is believed that the difficulties of transferring them to the personnel of the naval service would accentuate the conditions referred to above to an unfortunate degree. Such a transfer would be of no possible advantage to the Navy, but a serious menace to the harmony of the personnel.

If, however, it should be decided that the Revenue-Cutter Service is to be abolished and the Navy required to take up a portion of its work, it would seem imperative that the vessels of the Revenue Marine be transferred to the Navy, which is already suffering from an insufficient number of small vessels. The enlisted personnel could readily be absorbed in the Navy, the total enlisted strength of the latter being permanently increased by the number so absorbed. The question of the amalgamation of the commissioned and warrant personnel present greater difficulties and is one which can best be solved by a joint board of officers of the two services. In this connection it is proper to note the ratio existing in the Revenue-Cutter Service between the numbers of officers and of men. There are 360 commissioned and warrant officers and 1,390 in the enlisted force, a ratio of 1 to 4; in the Navy the ratio is 1 officer to about 16 men.

TREASURY DEPARTMENT,
Washington, February 26, 1912.

DEAR MR. PRESIDENT:

The recommendation to abolish the Revenue-Cutter Service made to you by the Commission on Economy and Efficiency came out of a clear sky. No one connected with the service or with the Treasury Department, with which the service has been connected from the beginning in 1790, knew that the project was being considered. And it never had been considered before. It had been suggested a good while ago that the Revenue-Cutter Service should be transferred to the Navy Department; but the thought of abolishing it is new, and the recommendation by the commission has been keenly felt by the revenue-cutter officers and men. It came at a time when the service was performing conspicuous and heroic work and when its fit equipment and its high usefulness were in immediate and conspicuous evidence.

The reception given the suggestion of the commission by the press and by the public was a salve to the wounded pride of the officers and men. The subject at once arrested public attention, and no newspaper, no commercial organization, and no individual in Washington or throughout the country, so far as I am advised, has approved the suggestion.

I send herewith, as a part of my review, a memorandum of the captain commandant, written after a most careful consideration of the commission's report by himself and by his bureau. And I also ask that a printed copy of a short speech I made at Newport News on February 10, at the time of the launching of two revenue cutters, be made a part.

And I beg to state in addition a few considerations, as follows:

1. The Revenue-Cutter Service has at no time since it was established by Alexander Hamilton in 1790 been less than highly efficient and indispensable. It, however, has constantly grown in both these respects, though the work which it was originally organized to perform has largely diminished and in some instances has passed out entirely. The growth of the Government and the country has so added to the original duties that the work of the Revenue-Cutter Service is more important than ever before. And, on the other hand, the long period of training, discipline, tradition, and esprit has done what it should have done—made the service more and more efficient and more and more honorable and distinguished.

To abolish a service with such a record and such present significance would be unprecedented. If the occupations of the service were no longer sufficient, or if its efficiency and discipline and esprit de corps had diminished, it would be one thing. But all of these features are at their best to-day, and the service is at the highest point of its 120 years.

2. A tendency to think a service is misplaced if it does not exclusively act for a single department is evident in this recommendation, though it is at the same time proposed to have the Navy Department do the same work, even more largely, for other departments, including the Treasury. No department can or should be complete within itself, nor even homogeneous, nor contained within impassable outlines. Nor is it possible or desirable that no two departments shall do the same sort of work under any circumstances. I came to Washington with a different notion, and it has taken three

years to sufficiently modify it. There are a few cases where a consolidation or amalgamation of two or more bureaus or services could be properly made, and there are certain activities less than bureaus that could be differently affiliated; but that there is a wholesale opportunity for this kind of reorganization I am convinced, from my study of the subject, is not true.

Moreover, it isn't possible to have the departments homogeneous unless you largely multiply the number of departments. The newest department—Commerce and Labor—constructed with the idea of homogeneousness, is as heterogeneous as any department in the Government.

However, this is not a question of the transfer of the Revenue-Cutter Service from the Treasury Department to some other department, but the question of its abolition. There is, nevertheless, in the suggestion, no doubt, the influence of this idea of changing activities from one department to another in the hopeless quest of absolute homogeneousness. And it is therefore worth while to call attention to the fact that the astonishing success of the Revenue-Cutter Service and the maintenance and development of its valuable military character have all taken place in the Treasury Department. And it is scarcely possible to imagine that the service could have been better under other relationships than it has been, or that, if differently placed, it could be better now than it is. Then, one may ask, Why bother or take up time over a service as highly developed as this, and which in this present administration is continuing to devotedly improve itself, and which is perfectly happy in its relationships and environment?

3. The question of economy, which was the occasion of the recommendation, is not treated by the commission with any detail or even with any exact calculations. Only general expectations of savings are expressed. In point of fact, there would be no hope of any economy. The captain commandant claims, on the basis of careful study and calculation, that it would cost about 50 per cent more to do the work through other departments. And I think his calculations are correct. Certainly the abstract argument—apart from the recorded and official statistics—would distinctly be that the disintegration of the service and its division among various departments would necessarily add to the expense if all the work were performed. It would be a scattered administration instead of a concentrated one. And scattered administration is almost necessarily more expensive than concentrated and centrally organized administration.

In this case, particularly, nothing could be gained by transferring and dividing up the various activities now concentrated in this one organization. We can not, for example, say that the Navy Department is now overstocked with more vessels than it needs, and more officers and men than it needs. It can not be said that there is a great lot of slack in the Navy Department which could be taken up and applied to duties other than those which the department is now performing. I take it that the Navy Department would very properly resent the claim that it has a surplusage of men or vessels, with which it could undertake such additional active lines of duty as this of the Revenue-Cutter Service without increasing its expenditures. If the Navy Department said any such thing, it would be a confession that it is now pursuing a wasteful policy, and that it is

oversupplied with vessels and with men and officers. But it is notorious that this is not true. It is notorious that the Navy needs more vessels, large and small alike, and more men and more officers. And it is clear that it is in no position to take over the duties of the Revenue-Cutter Service without as much new equipment as the Treasury Department has. And it is clear that it would cost the Navy Department a largely increased amount to administer the work in times of peace, and that the work would be liable to be suspended in time of war.

You will have noted that the whole cost of the Revenue-Cutter Service is only $2,500,000 a year; and aside from all of its other usefulness it actually saves in money from the disasters of the sea several times as much as it costs. And it saves on the average of 50 lives a year in addition. And I fancy there is no service of the Government that is conducted with more painstaking and successful economy.

4. Moreover, the work of the officers and men of the Navy has no relation to the work of the Revenue-Cutter Service. The Navy is fully occupied with its own development and training—with perfecting its personnel, its practice, and its equipment. No one is dissatisfied with how the Navy is occupying itself, and no one thinks it can work more advantageously than it is already working, and no one wishes to divert it at this time from its purely naval occupations.

In addition, the Navy could never give the kind and degree of attention that is required of the Revenue-Cutter Service and of its officers and men trained in their particular duties for 120 years. The work is alien to the work of the Navy, alien to the spirit of the Navy, and alien, I think, to its professional capacities and instincts—alien certainly to its training and to its tastes.

5. A word as to the relations of the Revenue-Cutter Service and the Life-Saving Service. The commission has had to approach this relationship from the outside. I have studied it considerably from the inside; and so did Assistant Secretary Hilles, and so has Assistant Secretary Bailey. And everybody who has studied it in the Treasury Department within my time is convinced that the Revenue-Cutter Service should have more connection with the Life-Saving Service, rather than less; and that it furnishes exactly that training, with its military precision and its military esprit, that this remarkable Life-Saving Service needs. And it is the relation existing from the beginning between the Life-Saving Service and the Revenue-Cutter Service that has done very much to make the Life-Saving Service the conspicuous, successful, and heroic thing that it is. To disassociate the Life-Saving Service and the Revenue-Cutter Service would be disastrous. We have been working to secure a closer relationship between the two services; and that is the line of progress; that is the line of development. I say this without any hesitation or doubt whatever. It would be the greatest mistake in the world to add any further separation between these two great services. Indeed, I think it might be very well a little later to make the Life-Saving Service a part of the Revenue-Cutter Service, and I believe that will be done.

6. The notion that the military character of the Revenue-Cutter Service is inappropriate to a civil department is, of course, a misconception. In the first place, all governments have civil heads; and

the mere existence of a military training or system in any branch of the public service does not render it necessary to have a general or an admiral at the head of the government. In point of fact, there are no generals or admirals at the head of our Government. The President is a civilian. The governors of States are civilians. Yet the President and the governors all have military forces under them. The mayors of cities introduce into their police and fire departments every bit of military discipline and esprit they can get in. But more noticeable still is the fact that the Secretary of War and the Secretary of the Navy are just as much civilians as the Secretary of the Treasury.

Moreover, the Treasury Department has other branches with military quality. The Life-Saving Service itself has all of the military character we have been able to get into it so far; and the Public Health and Marine-Hospital Service is on a military footing. And it is the fact that these three important services, with their military basis and instinct, have not only always been associated with the peaceful Treasury Department, but are among the most conspicuously successful and admired branches of the Federal Government—and among those branches which the public most approves and trusts.

There is no end to what I could say on this subject. But I am sure I have already said more than is necessary.

Very sincerely, yours,

FRANKLIN MACVEAGH.

The PRESIDENT.

ADDRESS DELIVERED BY THE HON. FRANKLIN MACVEAGH, SECRETARY OF THE TREASURY, AT NEWPORT NEWS, VA., FEBRUARY 10, 1912, ON THE OCCASION OF THE LAUNCHING OF THE REVENUE-CUTTERS "UNALGA" AND "MIAMI."

WHY IS THERE A REVENUE-CUTTER SERVICE, WHAT DOES IT DO, AND WHY IS THE GOVERNMENT TO-DAY LAUNCHING THESE TWO NEW ABLE VESSELS TO ADD TO ITS FLEET?

These are questions which naturally arise on this very interesting occasion; and to answer them we need only to refer to the distinguished history of the service and its remarkable performances.

Looking backward we see that this service—"The strong right arm of the Treasury," as it has been termed—owes its existence to that far-seeing statesman, Alexander Hamilton, the first Secretary of the Treasury, upon whose recommendation the First Congress, in its second session, enacted the law which created the Revenue-Cutter Service, in the year 1790. This parentage alone places it among the honored and the time-honored institutions of the Government.

It is thus seen to be one of the oldest distinct branches of the Government. It was founded to perform dual functions—functions of peace and functions of war—for it must be remembered that there was no regular naval establishment when the Revenue-Cutter Service was founded. And ever since and to this present day this service has continued along these dual lines of duty. Its first duties of a peaceful nature were primarily to prevent smuggling and to enforce the customs laws; since then like duties have been successively added until to-day the activities of this Revenue-Cutter Service relate to

almost all maritime matters over which the General Government exercises jurisdiction.

The fundamental function of all the armed branches of the Government in time of war is to fight the Nation's battles either on sea or on land. In this rôle the Revenue-Cutter Service has taken an active and conspicuous part. There has been no war on the seas in which these small vessels have not participated. It must be borne in mind that such wars are not confined to combats between fleets of battleships. True, such combats furnish the chief and the spectacular parts of the conflict. But it is quite essential that the enemy's ports shall be blockaded, his merchant marine captured and destroyed, that troopships shall be convoyed, and that towns remote from scenes of battle shall be guarded from marauding privateers. In these functions the "little fellow" plays quite as active a part as his more imposing and formidable brethren. In the War of 1812, in the Paraguayan expedition, in the Civil War, and in the Spanish-American War the cutters have been engaged and have rendered good accounts of themselves. Looking backward to our most recent conflict, most of us will remember that it was a revenue cutter, the *McCulloch*, which carried the first news of Dewey's victory to a waiting and anxious world; and many of us will recall the interesting fact that the blockade of the entire north coast of Cuba was for about a month maintained entirely by the fleet of revenue cutters, as the larger ships of the Navy had to be withdrawn to prepare for the attack of the Spanish fleet. Nor is it likely to be soon forgotten that the rescue of the torpedo boat *Winslow*, lying disabled and helpless under the murderous fire of the forts at Cardenas, was made by the little revenue cutter *Hudson*, a vessel less than one-third as large as those vessels we have launched here to-day. For this brave act I am happy to say her commanding officer was awarded the only gold medal given by Congress to anyone taking part in that war.

But peace hath her victories no less renowned than war. And while the Revenue-Cutter Service performs as much fighting service in proportion to the amount invested as any other equal number of men in either the Army or Navy it is the peaceful victories and achievements of the service which appeal strongest to the people. The honor and distinction of these extraordinary services the revenue cutters share with no other force. Her honorable place in peace she holds alone.

Many of the duties which this service performs in times of peace have to do with the devoted and gallant rescue, in stress and storm, of helpless vessels in distress. Other duties are connected with the enforcement of the laws applicable to the merchant marine and protection both of its rights and obligations. It is easy to understand that the military training which its personnel receives fits them splendidly for the emergent—the immediate—character of these more peaceful duties; and one of the greatest attributes of the service is the promptness and alacrity with which it responds to all calls for assistance from whatever quarter or at whatever moment they come. The wireless message is scarcely more prompt than the revenue cutter's response. To illustrate the celerity with which the revenue cutters have in the recent past responded to the calls of the distressed at sea, let me note a few conspicuous and dramatic instances.

In 1882 the Navy sent the *Rogers* as a relief ship to search for the ill-fated *Jeanette*, lost in the Arctic waters. The fate of the *Jeanette* befell the *Rogers*, and as the Navy had no other vessel to send to her relief an appeal was made to the Treasury Department for the revenue cutter *Corwin*. That vessel was undergoing repairs, but was made ready in a brief three weeks for this daring and successful trip—successful, I say—for inside of two months the *Corwin* had rescued the entire party from the ice fields of the Arctic Ocean and brought them safely to San Francisco.

Again, there was that wonderfully prompt, effective, and fortunate rescue of the crews of the Arctic whaleships in 1897.

In the fall of 1897 word was received that eight whaleships had been wrecked in the Arctic Ocean off Point Barrow, and that their crews of 265 men were in imminent danger of starvation. Immediate action was necessary, for at the best it did not seem as if relief could reach them until the following spring. President McKinley, in the great kindness of his heart, was sorely tried as how best to furnish succor to the shipwrecked men. He called in heads of departments for consultation; and the President's sore problem was solved when the Secretary of the Treasury promised him that a revenue cutter would be dispatched to the Arctic within 10 days, and that not even an additional appropriation would be necessary. All know now with what success the Revenue-Cutter Service performed that hazardous duty; and if anyone here does not know, I covet the pleasure of telling him that our Capt. Commandant Bertholf was one of the three chosen from those who quickly volunteered their services and was, therefore, one of the three Revenue-Cutter men who added their names to the most select list of the heroes of our country.

Then, on January 23, 1909, the sinking steamer *Republic* sent out the now famous "C. Q. D." signal of distress; the wireless operator on the cutter *Gresham*, then at anchor in Provincetown Harbor, heard it, and within eight minutes' time she was under way in a dense fog, driving at full speed to the rescue of the distressed *Republic*. She was the first vessel to arrive on the scene of the disaster, although being compelled to steam through the fog for a distance of over 150 miles. All will remember that it was this vessel which had the distinction of picking up the valiant commander of the *Republic* from the water just after his vessel had gone beneath the waves. The commander of the *Gresham*, who didn't wait an avoidable minute to be on his way to that celebrated relief, was Capt. Perry. And no gathering of Revenue-Cutter officers ever leaves a speaker without the men before him to illustrate his instances of American high devotion, of American high courage.

Only within the past month word came that there were 30 American fishing vessels imprisoned in the ice on the bleak Newfoundland coast, 850 miles from the nearest revenue cutter. Orders were immediately issued to the *Androscoggin* to undertake the difficult task of getting to the latitude of Labrador in midwinter, and the captain's telegraphic acknowledgment came the same afternoon, announcing that his vessel would sail at once. This trip was successfully performed and adds another remarkable page to the singularly fortunate and manful achievements of this ancient and honorable service.

But what is the sum of its usual and customary activities?

It saves an average of 50 human lives each year. Who shall appraise the value of that work alone?

It saves marine property from the perils of the sea amounting to from $6,000,000 to $10,000,000 every year, whereas the total cost of this service to the Government is less than $2,500,000.

It enforces the navigation laws, immigration laws, neutrality laws, and when necessary suppresses mutiny and lawlessness on merchant ships.

Each year it destroys or recovers an average of more than 20 derelicts, which otherwise would drift about in the paths of our coastwise traffic, a constant menace to shipping.

Does one ever hear these days of smuggling in bulk, save in a few remote places? Were it not for the revenue cutters constantly patrolling our coasts it is not unreasonable to suppose that large amounts of goods would enter in the easiest way. And that, I am bound to admit, is not through the customhouse.

It has turned intercollegiate regattas, international yacht races, and similar great aquatic events from disorderly marine rabbles into quiet and orderly proceedings, where everyone may witness the events and be reasonably sure that life will not be endangered in the mad scramble for the points of vantage.

It has fostered the Life-Saving Service, and has assisted most efficiently the able men of that highly honored service in making it what it unquestionably is—the model life-saving service of the world.

To-day, and since its purchase, it is and has been the marine guardian of the rich territory of Alaska. It has protected the seal rookeries from devastation and has carried food and medicine to thousands of starving natives and shipwrecked whalers and fishermen. It carries the law to the remote places of that remote and immense land, and is the only arm of the Government that ever reaches three-fourths of the enormous coast line of that important territory.

It has enforced the marine quarantine regulations in every epidemic that has broken out in the coastwise cities. In the yellow-fever outbreak in 1905 along the shores of the Gulf, the Revenue-Cutter Service had five vessels constantly on patrol, and completely prevented the spread of the scourge, so far as water communication was concerned. So that the work of this distinguished—this "ancient and honorable"—service is as multifarious as it is efficient. It is wonderful it can do so many and such important things; but it has the traditions that make men strong and fine. Alexander Hamilton did well when he, the greatest of our practical statesmen, established—and established for all time—this wonderful valuable arm of the Government.

The various activities of the Government follow natural lines of demarkation rather than the artificial lines drawn by the several departments. Therefore, when there is an insufficient amount of maritime work in any particular department to warrant the maintenance of a well-equipped maritime service of its own, it has this work done by the Revenue-Cutter Service. And thus this service is called upon to perform duties for nearly all the great departments of the Government, and in its entirety this organization represents a concentration of governmental maritime functions. So that though it has always remained a part of the great Treasury Department, as Hamilton ordered, it really belongs to all the departments, and in its work, both in war and in peace, is as broad as the Government itself. It has an individuality—a personality it may almost be said—born

of the traditions of over a century's remarkable and intense experience. The officers and men of this service are proud of it; proud of its history; proud of its over 120 years of achievement; and they have a right to be. The Treasury Department is proud of this service, and it has a right to be. The whole Government is proud of it, and has a right to be. And the people are proud of it—the people know well that they have a right to be proud of it. For in the course of the years it has come to be one of the most beneficent governmental agencies in the world. With the changing times this service, while always enlarging its useful duties to the Government in peace and war, has also become a protector of the helpless of the seas. This ever-alert fleet is the ever-vigilant friend and defender of those for whom there is no other help; and no more fearless vessels and no more gallant men ever patrolled the oceans in any part of the world. They are an honor to their country. They carry their lives in their hands; and when they are at rest in a harbor they stand at attention—listening for the cries for help.

My friends, wherever a man sees a revenue cutter he ought to take off his hat to it.

TREASURY DEPARTMENT,
OFFICE OF THE SECRETARY,
DIVISION OF REVENUE-CUTTER SERVICE,
Washington, February 17, 1912.

SIR: I have the honor to present the following comments upon the report on the Revenue-Cutter Service submitted to the President by the Commission on Economy and Efficiency under date of November 17, 1911, and handed to me January 16, 1912.

As the recommendation to abolish the Revenue-Cutter Service and distribute its duties among other branches of the Government is made, as stated, simply "for the purpose of laying this important matter before the President" and "raising an important issue in definite form," and will doubtless be modified as the result of a proper discussion and consideration of the subject, it would seem quite necessary to examine somewhat thoroughly into the organization, equipment, functions, and cost of the service, and the matter naturally presents itself under the following general heads:

1. The functions and duties of the Revenue-Cutter Service.
2. Are they performed economically and efficiently by its present organization?
3. Can they be performed by the existing equipment of other departments?
4. If not, will there be a saving in expense or increase in efficiency, or both, if the duties and equipment of the Revenue-Cutter Service were distributed among the several departments?

1. FUNCTIONS AND DUTIES.

The Revenue-Cutter Service was originally established in 1790, at the second session of the First Congress, upon the recommendation of the first Secretary of the Treasury, as the result of the need for the services of a coast patrol for the enforcement of the customs laws and an organized armed force for the protection of the seacoast—there being at that time no Naval Establishment. By evolutionary

processes coincident with the steady growth of the Nation, duties have been successively added to this service to meet the ever increasing demands of the maritime interests in so far as they are connected with governmental functions. All governmental activities have increased by the same processes so that to-day there are nine great departments of the Government, whereas at the beginning there were but three. This increase in the number of the departmental divisions of the public service was made more on account of the greater volume of the work to be performed than from what might be termed the natural divisions of governmental work, such, for example, as the natural division of the work on the land and the work on the sea. Therefore it followed that additional duties on the seas were quite appropriately assigned to and performed by the Revenue-Cutter Service, as the necessity for them arose, regardless of the artificial governmental division or department under which this need was made apparent. And there being an insufficient amount of such maritime work in each of the several departments to warrant the maintenance of a separate service by each, it was most natural from an economical and business standpoint to have them all performed by an established organization. This fact in itself constitutes a legitimate and logical field of activity, and here we have that centralization, specialization and coordination which experience has amply proved to be the very elements of economy and efficiency. And these things have produced the Revenue-Cutter Service at it exists to-day, a compact and efficient organization—an emergency service—specializing in the performance of governmental maritime duties. In addition to its functions under the Treasury Department, quite logically the service is called upon by, and accomplishes work of this character for a number of the other departments, notably the Department of Commerce and Labor, the Department of the Interior, the Department of Justice, and—in a limited degree due to limited needs—for the Department of Agriculture.

Its emergent and principal duties in time of peace, those of saving life and assisting distressed vessels at sea, are what might be classed as general governmental functions, belonging as much to the Treasury Department as any other; in fact such duties belong to the Revenue-Cutter Service whether the law specifically states so or not, as in the process of governmental evolution they quite naturally fell to this organization as the need for them developed, and have always been performed by it. The destruction of derelicts comes under this general class, only in this particular duty Congress directed specifically that it should be performed by the Revenue-Cutter Service, because another department had previously been charged with that duty and failed to perform it in a manner satisfactory to the maritime and commercial interests of the country.

A number of other duties assigned to this service, such as the enforcement of navigation laws, the patrolling or policing of regattas, the enforcement of anchorage laws, the enforcement of quarantine laws, and the patrol of the Bering Sea for the protection of the fur-seal industry, might be classified as intermittent duties, and, from an economical standpoint, fit in most efficiently with the principal duties above enumerated.

For example, the greater part of the work of saving life and property on the sea occurs in the stormy winter months. During

periods of good weather in the winter the cutters board and examine vessels and otherwise enforce navigation laws. In the summer months cccur the great regattas and marine parades which have to be regulated and patrolled; the Bering Sea policing—due to the habits of the seals—is only necessary during the months from May to October. The annual cruise of one vessel along the coast of Alaska, in the interests of the Department of Justice, is practicable only in the summer months, and the same is true of the cruise made by another vessel to the far North, serving the interests of several departments—the Treasury, Commerce and Labor, Interior, and Justice. Nine-tenths of the 110,000 and over motor boats which must be kept under Government surveillance are used only during the summer months. The service of a first-class cutter to police the distant islands beyond the Hawaiian Group—at the request of the Department of Agriculture—for the purpose of protecting the bird reserves and preventing encroachment by Japanese poachers is also what may be termed an intermittent duty that fits in well with the other duties of that vessel, and on these cruises the customs laws and navigation laws are enforced as occasions serve, and calls for assistance from vessels and people in distress are always responded to, no matter what other duty the vessel is specially charged with.

On pages 17 and 18 of the report (manuscript) the commission seems inclined to believe there is little if any real need for an armed patrol for the prevention of smuggling. It is true this form of lawlessness—smuggling in bulk—is not common, but this fact is direct evidence of the high state of efficiency in which the Revenue-Cutter Service has been and is being maintained, and is the result of the accumulated deterrent effect of years of vigilant patrol. Lawlessness in any guise and in any locality is kept in check only by physical force or the presence of such force, and it is clear that without an armed coast patrol smuggling would soon spring into existence along our many miles of seacoast.

During all periods of the year and at such times as least to interfere with the emergent duties of a civil nature, a rigid system of military discipline and training is maintained to fit the personnel for cooperation with the Navy in time of war, as the law requires. This function of the services has always been of value, since in all wars to which the United States has been a party the Government has had at hand a naval auxiliary force properly disciplined and trained ready to become a part of the regular naval forces simply by the issuance of an Executive order. And it is by means of such drills, training, and discipline that the service is enabled to maintain its ships and personnel in that state of preparedness necessary for the prompt performance of its most important civil duties, which, as has been stated, are largely of an emergent character. With the foregoing general outline of the activities and functions of the Revenue-Cutter Service, the second heading will be taken up.

2. Are They Performed Economically and Efficiently by its Present Organization?

This point was not raised by the commission, it having stated that lack of time prevented an intensive examination, but for their purposes they assumed that it was. Economy and efficiency mean, generally, a maximum of results for the minimum of expenditures. All

investments are judged by the dividends paid, so the investment which the Government makes annually in the maintenance of the Revenue-Cutter Service should be appraised in connection with its output. From the great variety of the beneficial acts rendered by this service to the public interests it is naturally quite difficult to make appraisals in statistical form. But, as before stated, the most important of these numerous outputs is the value of the marine property succored. Even in this it is not possible to make a direct comparison, as no similar organization exists under governmental, or forsooth, under private organization. As a test, however, of efficiency and economy, comparison can be made as to the relative cost of the maintenance of the service in proportion to the value of marine property saved during certain periods, as for instance, the last four fiscal years 1908 to 1911, inclusive, with the corresponding period, a decade ago, of the four years 1898 to 1901. From this comparison the official statistics show that from 1898 to 1901, an investment of $1 in the Revenue-Cutter Service was instrumental in saving $2.39 of marine property, and that for the past four fiscal years, 1908 to 1911, an investment of $1 saved $4.43 of the floating property belonging to the public. This clearly indicates that the Revenue-Cutter Service, as at present organized and administered, is progressively economical and efficient. If further evidence were needed, recourse to the files of the department will show hundreds of commendatory letters from shipowners and masters, maritime organizations, etc., wherein frequent references are made to the invaluable aid to commerce given by this service. The attitude of the public press should also be taken into account in appraising the efficiency of a public service of any character, as it is through that medium largely that an expression of the appreciation or nonappreciation, as the case may be, of what is after all the controlling element, the public, can be determined. It is believed that no other branch of the public service receives more commendation and less criticism than the Revenue-Cutter Service.

Comparative data—Cost v. Output.

Year.	Cost of maintenance.	Value of property assisted.
1898	$1,066,478	$1,640,280
1899	1,040,594	1,735,762
1900	1,229,337	4,923,095
1901	1,256,550	2,697,825
	4,592,959	10,996,962
$10,996,962 divided by $4,592,959=$2.39.		
1908	1,817,227	6,858,918
1909	2,423,564	13,940,079
1910	2,496,838	10,401,935
1911	2,455,041	9,488,562
	9,192,670	40,689,494
$40,689,494 divided by $9,192,670=$4.43.		

By its civil duties, the operations of the Revenue-Cutter Service save many times its cost annually, as shown by the foregoing. Through its military organization and training the service constitutes a valuable naval auxiliary force, as history demonstrates. It will thus be seen that the service occupies a peculiarly advantageous status from an economical point of view as compared with other branches of the Federal service, and has therefore a large balance to its credit from each of its dual functions.

3. Can They be Performed by the Existing Equipment of Other Departments?

In answering this query we must assume:

(*a*) That the saving of life, assistance of distressed vessels, destruction of derelicts, maintenance of a coast patrol for the prevention of smuggling, and the patrol of the Bering Sea, would be performed by the Navy.

(*b*) That the boarding of vessels in connection with the customs laws and the prevention of smuggling in ports would be performed by the Treasury Department.

(*c*) That the enforcement of navigation laws, patrolling of regattas, maintenance of anchorage patrol, etc., would be performed by the Department of Commerce and Labor.

(*d*) That the Department of Justice would maintain its own vessel for court and other duties in Alaska.

(*e*) That the Department of the Interior would maintain a vessel for its work in connection with the Bureau of Education in Alaska.

(*f*) That the Department of Agriculture would maintain a vessel to protect the bird life on the Laysan and Lisiansky Islands, and for the enforcement of game laws in Alaska.

Considering these assumptions in the above order, we find in looking at the facts in each case the following conditions existing:

(*a*) The Navy Department is not prepared to assume any additional work other than that which it is now performing, owing to a lack of ships of the size necessary for the efficient and economical performance of the work which it is assumed that it would be called upon to perform in the event of the abolition of the Revenue-Cutter Service. Further, it has not sufficient officers and men to man such vessels, even if they had the vessels. In support of this assertion, reference is made to the report of the Secretary of the Navy for the fiscal year 1911, pages 36, 40, 47, and 50, wherein is discussed lack of ships of this class and lack of personnel. In addition, it will be recalled that upon the recommendation of the Secretary of the Treasury, with the approval of the Secretary of the Navy, Congress, in the sundry civil bill approved May 27, 1908, authorized the transfer of the gunboat *Vicksburg* to the Revenue-Cutter Service. Repeated applications for the transfer of this vessel since then have been made to the Navy Department, and on each occasion it has been denied on the grounds that the Navy Department could not spare her, owing to the lack of vessels of her type and class, and finally, on March 30, 1909, the Navy Department stated that it could not foresee the time when this vessel could be spared.

(*b*) The Treasury Department has no vessels with which to board incoming merchant and passenger vessels other than the small revenue

cutters which are now performing this work. There are also no vessels available for the patrol necessary to prevent smuggling in ports other than the existing cutters. Consequently, the smaller vessels of the Revenue-Cutter Service would have to be retained by the Treasury Department for these duties.

(*c*) The Department of Commerce and Labor now maintains four distinct and separate fleets for the performance of special duties, as follows: Vessels for the Lighthouse Service; vessels for the Coast Survey; vessels for the Fish Commission; vessels for the Immigration Service.

It is very evident that these vessels have sufficient work in these special duties to occupy their entire time, or otherwise the Revenue-Cutter Service would not be called upon to perform various duties for this department. Further evidence that the department is not equipped for the performance of these duties comes from the fact that it now asks and receives from Congress a special appropriation each year of $15,000 to hire or purchase motor boats to assist in enforcing navigation laws, etc., principally in shoal waters inaccessible to revenue cutters.

In order to accomplish all the duties which the Revenue-Cutter Service now performs for the Department of Commerce and Labor it would be necessary for that department to build up another special service, in addition to the four it now possesses.

(*d*) The Department of Justice has no vessels of its own, and in the event of the abolition of the Revenue-Cutter Service (the Navy or no other department having available vessels to detail for such duty) it would be neccessary for that department to maintain a vessel of its own to perform practically three months' duty each summer in Alaskan waters.

(*e*) The previous statement applies with equal force to the conditions in the Department of the Interior.

(*f*) The same applies to the Department of Agriculture.

Having shown that the duties of the Revenue-Cutter Service can not be performed by the existing equipment of other departments, it is pertinent to inquire:

4. Will There Be a Saving in Expense or an Increase in Efficiency, or Both, if the Duties and Equipment of the Revenue-Cutter Service Were Distributed Among the Several Departments?

Considering this question in the same order as outlined under the third heading, we find:

(*a*) If the Navy should assume the tasks of assisting vessels in distress, patrolling Bering Sea, destroying derelicts, etc., it would have to use vessels of the gunboat class—craft in size and general characteristics similar to the revenue cutters of the first class—and having none to spare, would require the large revenue cutters transferred for the purpose. A comparison of the relative costs of maintenance and operation (including repairs) of groups of vessels of the Navy and Revenue-Cutter Service of approximately the same size and characteristics, covering a period of the last three fiscal years, shows that the average naval vessel of this class costs $134,445.99 per annum and the average revenue cutter $84,552.13. In order to secure

greater accuracy in this comparison of cost the same has been reduced to a unit, and it is found that the "cost of maintenance and operation per ton of displacement per annum" is $127.84 in the Navy and $83.47 in the Revenue-Cutter Service.[1] This shows that the cost of maintenance and operation is 53.2 per cent greater in the Navy than in the Revenue-Cutter Service for vessels of similar size and type.

(*b*) The boarding of vessels in connection with the customs laws and the prevention of smuggling in port could be performed by the Treasury Department with that portion of the equipment of the Revenue-Cutter Service now used for such duties. These small vessels are operated as economically as possible consistent with the requirements of the duties performed. Under the proposition that each department should do its own work, these Treasury craft could perform no service in connection with the enforcement of navigation laws, patrol of regattas, etc., which they now do, hence they would not be operated as efficiently as at present.

(*c*) As previously stated, the Department of Commerce and Labor has no vessels with which to enforce navigation laws, patrol regatta courses, enforce anchorage laws, etc. There would be none of the existing revenue-cutter fleet available for this department, as all would be either transferred to the Navy or retained by the Treasury. Therefore it would be necessary to establish and build up another special fleet to perform these particular duties. These vessels with their personnel would be in addition to the existing equipment of the Revenue-Cutter Service, and in consequence there would necessarily be a decided increase in cost, as compared with the present conditions.

(*d*), (*e*), and (*f*) The same applies with equal force to the Departments of Justice, Interior, and Agriculture.

There would be no economy in the proposed distribution of duties and equipment. On the contrary there would be, if the work were done as well, a decided increase in cost, as the following will demonstrate.

The average annual cost of a revenue cutter of the first class is $84,000, in round numbers. It costs 50 per cent more (in round numbers) to operate such a vessel in the Navy. Therefore if the 20

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[1] In making this comparison of costs there is no intention to criticise the Navy Department. It is believed that the greater part of the increased cost is due to the larger crews of the naval vessels. Gunboats are maintained more or less on a war footing, and the average complement of the naval vessels upon which the comparison was made consists of 8 commissioned officers and 148 men; whereas the average complement of first-class revenue cutters is 7 commissioned officers and 63 men. There is good reason for this difference in complement. For naval vessels the size of the crews depends largely upon the number of guns to be manned; revenue cutters having smaller batteries obviously do not require so many men, and therefore the size of their crews is based upon a sufficient number to handle the vessel and man the boats for rescue work.

There is a greater number of men in proportion to officers in the Navy than in the Revenue-Cutter Service, and this must necessarily be so, since a naval vessel is maintained more or less on a war footing, whereas a revenue cutter presents a skeleton military organization, which, while capable of being immediately expanded to full war strength when necessary, requires only a small crew for the ordinary duties of peace. When war breaks out and the revenue cutters cooperate with the Navy and are used solely for military duties the crews are immediately increased, but the number of officers remains the same, with possibly an addition of one officer for each first-class vessel. There must always be a certain number of officers for a seagoing vessel—no matte. what her size, there must be a captain, officers to stand the watches on deck and officers to stand the watches in the engine room, and this quota of officers is as necessary for a 1,000-ton ship as for a 3,000-ton vessel, so that the number of officers does not depend upon the number of the crew ner upon the size of the vessel, but rather upon the duties to be performed which are common to all ships. Men who stand responsible watches in charge of the deck or machinery should not be required to be on active duty more than 8 hours in each 24—that is, two watches of 4 hours each. The captain upon whom the responsibility of the entire ship devolves is supposed to be on duty at all times, as he is liable to be called at any moment; hence he stands no watch. It will thus be seen that the complement of 7 officers carried on revenue cutters (1 captain, 3 officers for deck duty, and 3 officers for engineering duty) represents the actual necessities on all seagoing ships of this class, whether in peace or in war. An extra officer could be employed very advantageously on first-class cutters, if we had them, as military discipline and drills are kept up at sea as well as in port, but this duty is now performed in addition to the regular watch duty.

first-class revenue cutters were transferred to the Navy Department, as proposed by the commission, and operated by that department, there would be an annual increase in cost of $840,000.

For the second and third class cutters and launches which would have to be retained by the Treasury Department in the proposed distribution of the fleet, there would be neither increase nor decrease in cost if this fleet were administered as economically as at present.

For the Department of Commerce and Labor to perform all of the duties of enforcing navigation laws, patrolling regattas, enforcing anchorage laws, etc., it has been shown that, having no vessels of its own for such purposes and there being no revenue cutters remaining to be transferred to it, a new fleet would have to be created for these exclusive duties. Estimating very conservatively, that department would need not less than 15 small vessels for this work. The average annual cost of maintenance of each vessel could not possibly be less than $15,000 per annum, and this would mean an additional annual cost of at least $225,000, without considering the cost of purchasing or building such vessels.

Under the most conservative estimate, it would cost the Interior Department, Department of Justice, and the Department of Agriculture not less than $20,000 per annum each to maintain vessels for the performance of the duties now accomplished for these departments by the Revenue-Cutter Service in addition to its other duties. This would mean an increase in annual expenditures on the part of the Government of $60,000, exclusive of the purchase price of such vessels.

Recapitulation of estimated increase in annual cost if the recommendations of the Commission on Economy and Efficiency are carried into effect.

On account of vessels transferred to the Navy Department	$840,000.00
On account of vessels required by the Department of Commerce and Labor	225,000.00
On account of vessels required by the Departments of Justice, Interior, and Agriculture	60,000.00
Total increase	1,125,000.00

And this does not include any administrative expense nor the cost of building or purchasing the additional vessels that would be required.

RÉSUMÉ.

The various duties that have been assigned to the Revenue-Cutter Service must be performed—the public interests demand them and the law requires them. The issue raised by the commission therefore resolves itself into the following:

Can these duties best be accomplished by one organization like the Revenue-Cutter Service or by several organizations—each in a separate department?

It has been shown that as the country grew and developed, the maritime functions and obligations of the Government increased, and as different departments had cognizance of the various duties growing out of these obligations, there was an insufficient amount of such maritime work in each of the several departments to warrant the maintenance of a separate service by each. Quite logically,

therefore, these duties were successively added to the Revenue-Cutter Service, until to-day its functions relate to maritime matters in almost all of the departments of the Government. A close analysis of these duties will disclose the fact that while none of them individually requires constant attention, all of them are of such a coordinate nature as to permit them to be accomplished satisfactorily by one organization.

As has been pointed out, this fact constitutes a legitimate and logical field of activity, and permits centralization, specialization, and coordination—the elementary principles of economy and efficiency. Under these conditions and upon these principles the Revenue-Cutter Service has developed—it has profited by its 122 years of experience—until to-day it exists as a compact organization representing a concentration of governmental maritime functions, administered economically and efficiently.

To disband this organization and distribute its duties and equipment among the several departments, as proposed by the Commission on Economy and Efficiency, would inevitably result in the establishment of several services, each under a separate organization and administration, with all the confusion and expenses incident to the formation of any organization as it passes through the transitory stage necessary for the perfection of the system. Each of these services would require as many vessels as the Revenue-Cutter Service now periodically uses for that particular class of duty, if the same results are to be obtained. As none of these services could use the vessels or do the work of another service (otherwise the object sought in the proposed distribution would be lost), this would necessitate a far greater number of vessels in the several services than is now needed by the Revenue-Cutter Service for the accomplishment of all these duties. All this would result in confusion and lack of coordination, which means inefficiency and duplication of equipment and administration, entailing under the most conservative estimate an additional annual expense of at least $1,125,000.

Respectfully,

E. P. BERTHOLF,
Captain Commandant.

The SECRETARY OF THE TREASURY.

APPENDIX No. 4

ACCOUNTING OFFICES OF THE TREASURY, WITH RECOMMENDATIONS FOR THE CONSOLIDATION OF THE SIX AUDITORS' OFFICES INTO ONE OFFICE

TABLE OF CONTENTS.

ACCOUNTING OFFICES OF THE TREASURY, WITH RECOMMENDATIONS FOR THE CONSOLIDATION OF THE SIX AUDITORS' OFFICES INTO ONE OFFICE.

NOVEMBER 17, 1911.

The PRESIDENT:

The commission has given consideration to the organization and methods of work of the so-called accounting offices of the Treasury. The accounting officers include the Comptroller of the Treasury and the six Auditors of the Treasury. They are the auditing officers in the executive branch of the Government, who receive all claims against and accounts with the United States for examination and final settlement.

Through many changes the accounting system, as far as it relates to the final audit of accounts in the Treasury, passed from the organization provided in 1789 of one auditor and one comptroller to an organization in 1817 of five auditors and two comptrollers; to six auditors and two comptrollers in 1836 and six auditors and three comptrollers in 1849 (considering the commissioner of customs as a comptroller); and finally, in 1894, to six auditors and one comptroller.

In the opinion of the commission the organization would be much improved by a return to the original plan of one auditor and one comptroller. This change would result in some immediate saving of expense, estimated at about $60,000 per annum (see Exhibit No. 1 C), and in a large increase in the efficiency of the service. After the first year the annual saving over the present cost should be more than $100,000. At the present time there are seven naval officers who audit customs accounts at the principal ports. By making these officers assistant auditors of the Treasury an additional saving of $75,000 per annum can be made.

The advantages of having one auditor in place of six, and of making the naval officers assistant auditors, are set forth in this report.

The commission recommends:

(1) That the offices of the six Auditors of the Treasury be abolished and the office of "Auditor of the Treasury" be created, to which there shall be transferred the authority, powers, and duties now conferred upon the six auditors.

(2) That the seven naval officers, now auditing customs accounts at the principal ports, be made assistant auditors of the Treasury.

The present organization of the accounting offices of the Treasury was provided for in the act of July 31, 1894 (28 Stat., 205). That law was passed upon the recommendation of a joint commission of Congress commonly known as the Dockery Commission. An historical review of the various laws organizing and reorganizing the accounting system of the Treasury, as well as the reasons that led

that commission to recommend the change made in 1894, are set forth in Exhibit No. 2 C herewith. As a part of that exhibit and for convenient reference the law of 1894 is included.

All administrative departments and establishments of the Government have certain duties in connection with governmental accounting. Their accounting is performed as an aid to the management of the business intrusted to them and for the purpose of recording information needed in making required reports. The Treasury accounting is more properly called auditing and has to do with the final audit and filing and preservation of accounts evidencing all expenditures of the Government. Most of the administrative departments and establishments are required by law to make an administrative examination of accounts before their transmission to the auditors. So far as this relates to the examination of disbursing officers' accounts it is intended as a means by which all officials charged with authorizing the incurring of liabilities and payment of money in settlement thereof may enforce economy and prevent wasteful practices. The departments may discipline their purchasing agents or other subordinates and by appropriate instructions may prevent improper practices in the future. This jurisdiction is not given to the accounting officers of (he Treasury whose audit of accounts serves another purpose. If an administrative officer in the course of the administrative examination approves an item in excess of the limit fixed by law or in payment of an obligation not authorized by law, the item is disallowed by the tccounting officer at the Treasury. It is a recognition of this fact athat the accounting officers have no discretionary or equitable powers) that causes Congress to place more and more detailed restrictions in the laws. If such restrictions are overlooked or ignored by administrative officers, it is the duty of the accounting officers to enforce them.

The six Auditors of the Treasury receive and examine govermental accounts over which they have jurisdiction and certify the balances arising thereon. As a rule questions of law involved in their auditing work are settled by a decision of the comptroller; for the law requires that an auditor, when making an original construction of a statute or modifying an existing construction, shall report his decision to the comptroller for approval, disapproval, or modification before taking action upon the items affected thereby, and that he shall follow the ruling of the comptroller. In addition, the comptroller renders advance decisions to disbursing officers and heads of departments in reference to accounts to be paid by disbursing officers, and such decisions govern the auditors and comptroller in passing upon items affected by such decisions. Since 1894, as well as prior to that date, the auditors have not been charged with the decision of legal questions. Prior to 1894 this was a duty of the comptrollers and since then it is a duty of the one comptroller. Uniformity of decision upon controverted or doubtful questions of law was an object sought by the change made by the law of 1894 in providing for but one comptroller and relieving him of the detailed revision of accounts.

It is true that the auditors are required to pass upon the sufficiency of evidence presented in support of claims for the payment of money and claims for credit upon accounts paid by disbursing officers. This duty is in a large measure a matter of routine action, dependent

upon the practice and precedents in similar cases. It is a duty performed almost entirely by clerks and chiefs of division. This practical delegation of authority to act for and in the name of the auditor is necessary because of the volume of work.

In 1894, when the six auditors then connected with the accounting system of the Treasury were continued by the law of that year, their jurisdiction over accounts was changed as a matter of convenience and good administration so that the Auditor for the Treasury Department, the Auditor for the War Department, the Auditor for the Interior Department, the Auditor for the Navy Department, and the Auditor for the Post Office Department have jurisdiction over the accounts relating to the executive departments indicated by their titles. The Auditor for the State and Other Departments has jurisdiction over the accounts of the Departments of State, Justice, Agriculture, and Commerce and Labor, and all accounts not within the jurisdiction of any of the other auditors, but the volume of the work in his office is not as large as might be inferred from the fact that he settles the accounts of so many departments.

The number of employees in the auditors' offices and the appropriations for payment of salaries for the fiscal year 1895 and the fiscal year 1912 are as follows:

Auditor for the—	1895		1912	
	Number of employees.	Salaries	Number of employees.	Salaries.
Treasury Department	80	$116,400	112	$152,650
War Department	219	301,500	246	336,750
Interior Department	121	156,980	113	156,850
Navy Department	50	68,080	101	137,590
State and Other Departments	57	82,720	82	118,510
Post Office Department	447	517,540	671	729,490
	974	1,243,220	1,325	1,631,840

The increase in the number of employees has been 36 per cent and the increase in expense for salaries less than 24 per cent during the 17 years. The expenditures of the Government have grown 100 per cent, from $500,000,000 to $1,000,000,000 per annum. While the fact that the expenditures have doubled should not, of course, cause a proportionate increase in the cost of auditing accounts, it is evident that the prediction that the reorganization of the accounting system of the Treasury, as provided in the act of 1894, would hasten the settlement of accounts and simplify the methods and so make the auditing of Government expenditures more economical, has been amply justified.

In 1817, when five auditors in the Treasury were provided for, it would have been possible for each auditor to personally examine to some extent every voucher and claim coming into his office. Now with six auditors, the volume of business coming before their offices being increased one hundredfold, it is impossible for them to examine vouchers and claims at all. The laws, regulations, and precedents governing the work of auditing accounts have become so well established that it may be said that probably 95 per cent of the work

presents no new problems. Many expenditures are in character the same from month to month and from year to year; the audit of the vouchers evidencing such expenditures may be said to involve only mathematical calculations and the stating of the balance found due from the disbursing officer. There are many fee accounts and claims of various kinds that involve the determination of questions of fact and the application of general principles of law, but these do not represent more than a small percentage of the total volume of auditing work.

Under these conditions it is evident that more and more has the actual work of auditing been taken from the auditor in person and passed down to chiefs of divisions and clerks until, at the present time, the auditor is an administrator rather than an officer exercising judicial functions. His office suspends and disallows items in accounts. The auditor can not, or does not as a rule, even see the disallowance sheets upon which, and in his name, the decisions upon the rights of claimants are made. If in past years in an exceptional case an auditor has given close personal attention to the duties of his office, it has only been as a result of long study that he has become familiar with any considerable part of the detail of the work carried on in his office. In view of the fact that the existing construction of statutes and the legal precedents as established by the comptroller must be followed by an audtior, it is questionable whether, if the latter officer did become familiar with the details of the work, his personal attention to the examination and settlement of individual accounts would be of more value to the Government than the action of experienced chiefs of division and clerks who are permanently in the service.

It is well known that the duties of the accounting officers of the Treasury, in contemplation of law, are quasi judicial. Prior to 1894, when all settlements by auditors (except those of the Auditor for the Post Office Department) were revised by one of the comptrollers, the action of the auditor was not conclusive as to either the law or the facts. Upon both the law and the facts the comptrollers acted independently of the views and conclusions of the auditor. The comptrollers were certainly officers exercising quasi judicial functions, although the auditors were not. Since 1894 the balances certified by the auditors are final and conclusive upon the executive branch of the Government unless the settlements are revised by the comptroller. Upon the latter's revision the decision arrived at becomes that of the comptroller alone, and is likewise conclusive. If a settlement is not revised the auditor's action involves the exercise of judicial functions so far as a decision upon the facts is concerned. As to the law, he is guided by former specific decisions of the comptroller, or precedents established by a comptroller, or submits the question of law involved in a new construction of a statute to the comptroller for decision.

While an auditor decides some question of fact in each claim and voucher which he passes for payment or credit, the decision is largely routine and in the nature of things must be made by a subordinate and not by the auditor himself. It may be stated as a general proposition that an auditor is not personally called upon to decide a question of law except as he does so in order to get the question before the comptroller for authoritative decision.

The duties of the auditors consist largely in the supervision of the work done by their clerical employees. The decisions of chiefs of division and of senior clerks are of importance to the proper auditing of public accounts. They must be familiar with the law and with the decisions of the comptroller and the courts; with the precedents and rulings on evidence established by long practice in their office; and they necessarily develop, through a process of accumulative assimilation, the ability to pass upon the sufficiency of the evidence offered in support of claims and accounts settled by them. Upon them must and does fall the responsibility for the accuracy and consistency of the work.

The fact that the accounts to be audited by the six auditors are those relating to different executive departments neither justifies nor requires the services of six auditors. One of them, the Auditor for the State and other departments, settles the accounts of four executive departments and also the accounts of Congress and of independent executive establishments, such as the Interstate Commerce Commission, the Civil Service Commission, Smithsonian Institution, etc. If there were any advantage in having a large number of auditors in order that each might settle the accounts of one department, it might logically be argued that there should be 10 or more auditors.

At the present time the offices of the auditors are of varying sizes. The smallest office, that of the Auditor for the State and other departments, has but 82 employees, while the largest, that of the Auditor for the Post Office Department, has 671 employees. The other offices have 246, 113, 112, and 101 employees. The division of the duty of auditing the governmental accounts between six auditors does not give to each the supervision and direction of an equal number of employees nor place upon each office responsibility for an equal amount of work. The division according to departments of the Government is made to facilitate current and subsequent reference to records, and is not according to classes of work or volume of work. If an attempt were made to divide all the auditing equally among six offices it is certain that other considerations, such as the relation of various classes of work to other classes, and the method of handling particular kinds of accounts by the use of mechanical and other devices, would have to be given some attention. At best such a division would be only approximately equal for a very short time, since the volume of business in different departments of the Government is constantly changing from year to year, and the resultant volume of financial transactions reaching the auditors increases and decreases correspondingly.

The advantages of combining under one officer all the auditing forces now employed in the six offices are many. The most important ones are:

1. The use of the combined force of employees on the work that most needs attention which can not now be accomplished as the employees are in six different bureaus, under six distinct and coordinate jurisdictions.

2. The bringing together of the work of handling the personnel; the handling of supplies; the adjustment of transportation accounts; the legal work; messenger work, etc.

3. The establishment of satisfactory efficiency records, so that employees would have wider opportunity for advancement in knowledge and consequent promotion.

4. The use of each employee on the class of work for which he is best fitted.

5. The extension of the use of labor-saving and other mechanical devices, and improving the methods of handling and filing vouchers.

6. Uniformity of procedure in the settlement of accounts and the stating of balances and uniformity of method in the doing of all work of the same kind.

As to the first advantage, one or more auditors may have their work up to date and be able to keep it up without difficulty, while one or more of the other auditors are behind because of lack of clerical help or for other reasons, which are often but temporary. An efficient handling of a force of 1,200 employees would certainly keep all the work of auditing more nearly current and tend to prevent the necessity for increases of force to take care of temporary increases of particular classes of work in one office while competent clerks are available, at the same time, in another office.

As to the second advantage, it is entirely clear that with each of the six offices attending to the handling of personnel, to the receipt and distribution of supplies, the settlement of transportation accounts, the legal work, the messenger service, etc., there is a lack of economy and a loss of efficiency because these classes of work are of the same nature for all of the offices, and can be better done under the supervision of one officer. The uniformity of settlement that is desirable, and the training of a special force to handle claims for transportation of persons and property, for instance, can without question be accomplished by placing this class of work in the hands of one group of employees in the immediate charge of one properly qualified chief. Accuracy of settlement will lead to economy and to the securing of the best methods and rates for Government transportation.

It would seem that authority should be conferred upon the auditor to prescribe, with the approval of the Comptroller of the Treasury, suitable rules to govern the routing and classification of all governmental property and purchases which may be or become subject to transportation. Such rules when issued, in the form of a current reference book, to those departmental employees whose duty it is to prepare Government property for shipment, can be made the means of saving annually many thousands of dollars which are now being paid unnecessarily because of indifference to or ignorance of the terms of commercial description of articles to be shipped by the many employees of the Government charged with such duties.

The same purpose of uniformity, productive of economy and greater efficiency, can be attained by consolidating the force engaged on the other classes of work referred to.

As to the third advantage, it is evident that the wider the opportunity for employees to earn promotion the greater is the incentive to all to become more proficient and consequently more valuable to the service.

As to the fourth advantage, it is certain that in one office of 1,200 employees the special ability of each employee can be better availed of than in an office of 100 employees, and especially if the latter office has but little work of the kind for which a particular employee is qualified.

As to the fifth advantage, it is common experience that a small office can not afford to secure and economically use, or if it does

secure it can not fully use, all those modern mechanical appliances that enable many classes of work to be performed in an economical manner. In a large office such appliances can be procured and regularly used to the limit of their capacity. New ones may also be added from time to time as they appear on the market, and are then available for trial and use in every class of work in which they may seem to be valuable. The methods of handling vouchers (such as requiring when practicable that they be sent in unfolded) and plans for filing of accounts, should be uniform and best adapted to rapid work and ready reference.

As to the sixth advantage, it is necessary to refer only to the fact that the six auditors are each at the head of an independent bureau or office; that each is virtually supreme in the conduct of his own office; that in the methods of doing the work required in order to arrive at and state his conclusions he is by law, and in fact ought to be, independent of the direction and control of any superior; that such a division between independent officers of the duty of performing one work—the audit of the governmental accounts—must and does result in practically six methods, differing to a greater or less extent, of doing the same thing, and with no authority to make the procedure and practice uniform. The amount and character of evidence required to establish a demand for payment, or for credit, is determined by the auditor only; and in this determination he is not subject to the control or direction of the Comptroller of the Treasury or of the Secretary of the Treasury. In one office a claim may be disallowed because of insufficient proof, although the same claim would be allowed in another office upon the proof submitted if it were within its jurisdiction. Only by having all of the auditing work done by one auditor can uniformity of decision and of practice and procedure be attained, and such uniformity is greatly to be desired.

The diversity of ruling upon the amount and character of evidence, as well as conflict of decision upon questions of law, were evils intended to be corrected by the act of 1894 by the method of establishing one comptroller in place of three. The same end can be attained in the auditing offices, which now finally settle (without revision by the comptroller) practically all the governmental accounts, only by the substitution of one auditor for six. A competent auditor can determine all the questions that necessarily come to him for decision and can establish rules of procedure and methods of work that will promote, in a large degree, both economy and efficiency.

Based in part upon the estimates made by the Treasury Department, and in part upon the conclusions reached by the commission, we think it a conservative statement that the auditing of accounts can be more efficiently done during the fiscal year 1913 with the expenditure of about $60,000 less than the appropriations for the fiscal year 1912. The schedule hereto attached shows the positions and salaries provided for in the appropriation act for 1912 and the proposed positions and salaries for one office in place of the six. It will be noticed that an increase is recommended in the position of chief of division. Such an employee would have charge of a force as large as that now in an auditor's office. An increase is also suggested for chiefs of sections who would be in direct charge of groups of 20 to 100 or more employees. The salaries recommended are very moderate for employees having the experience and ability needed to fill the positions

named. It is to be expected that after the first year an efficient administration of the one office would result in additional saving of expense, so that the annual cost of the audit of accounts would be at least $100,000 less than at present.

Having thus an organization of more than 1,200 employees in the classified service, it is evident that the auditor and assistant auditor should be selected for their familiarity with the accounting work of the Govérnment, and such positions should be open in the future to those in the classified service who prove their ability to supervise and direct the auditing work.

This consolidation of the auditing forces has been heretofore recommended by the Secretary of the Treasury, and was referred to in the President's annual message sent to the Congress in December, 1910.

The commission is firmly convinced of the desirability of consolidation and recommends it for the reasons hereinbefore set forth, as being in the interests of both economy and efficiency.

There is another matter connected with the audit of public accounts that received the attention of the Dockery Commission in 1894 and has since that date been discussed at various times. The method of auditing the revenues from customs duties is in fact an exception to the general rule regarding the audit of governmental accounts. The revenues from the ports of New York, Boston, Philadelphia, Baltimore, Chicago, New Orleans, and San Francisco, amounting to about $300,000,000 annually, are audited only by the naval officers at those ports. The Auditor for the Treasury Department receives the reports of revenues collected but does not receive the evidence upon which he can determine the correctness of the reports. The commission is of the opinion that the naval officers, who perform the duties of auditors, but are subordinates of the department administering the customs laws, should be assistant auditors of the Treasury, and with their employees form a part of the force of the Auditor of the Treasury, although not located in the main office at Washington. The bringing of the final audit of all governmental accounts to the auditor, and giving to him the management and control of all such work, is a change much to be desired. The present Auditor for the Treasury estimates a saving of $75,000 would be accomplished by this change. The commission believes the estimate is conservative, but, aside from the question of saving money from salaries, the increase in the efficiency of the audit is of great importance and would probably result in the collection of additional revenues.

The commission has not yet been able to give to the general subject of the audit of the revenues from all sources sufficient examination to determine to what extent or in what manner the accounting officers of the Treasury should have enlarged powers in the auditing, and the methods employed in collecting, the public revenues. The subject is one of great importance and it is the intention of the commission, after a complete investigation, to submit a report upon the sources of the public revenues, the methods employed in their collection, as well as the ascertainment of the amount due, and the procedure by which the accounting officers may know that all the revenues to which the Government is entitled are being collected and accounted for. At the present time the evidence these officers have, in many cases at least, is only the statement of the officer collecting and depositing the revenue. A careful study of the subject will, it is thought, result in

recommendations to provide the means for a more efficient audit and determination of the fact as to whether or not any part of the revenues and debts due to the Government are lost through carelessness, indifference, or faulty methods.

Respectfully submitted.

F. A. CLEVELAND,
Chairman.
W. F. WILLOUGHBY.
W. W. WARWICK.
FRANK J. GOODNOW.
HARVEY S. CHASE.
M. O. CHANCE,
Secretary.

EXHIBIT No. 1 C.

Comparative table showing in detail the employees and salaries provided for under appropriation for 1912, and proposed for 1913.

Under present organization appropriation, fiscal year 1912.				Under proposed consolidation appropriation, fiscal year 1913.			
	No.	Annual salary.	Total.		No.	Annual salary.	Total.
Auditors	1	$5,000	$5,000	Auditor	1	$6,000	$6,000
Do	5	4,000	20,000	Assistant and chief clerk	1	4,000	4,000
Assistant and chief clerk	1	3,000	3,000	Chief law clerk	1	3,000	3,000
Chief law clerk	1	3,000	3,000	Chief accountant	1	3,000	3,000
Expert accountant	1	2,750	2,750	Chief of division	6	2,500	15,000
Chief clerk and chief of division	5	2,250	11,250	Chief of section	20	2,250	45,000
Chief of division	4	2,250	9,000	Additional to disbursing clerk			600
Do	12	2,000	24,000				
Assistant chief of division	4	2,000	8,000				
	34	....	86,000		30	....	76,600
Law clerks	5	2,000	10,000	Law clerks	2	2,400	4,800
Principal bookkeepers	4	2,000	8,000	Principal bookkeepers	4	2,000	8,000
Clerks, class 4	119	1,800	214,200	Clerks, class 4	125	1,800	225,000
Clerks, class 3	187	1,600	299,200	Clerks, class 3	180	1,600	288,000
Clerks, class 2	225	1,400	315,000	Clerks, class 2	210	1,400	294,000
Clerks, class 1	257	1,200	308,400	Clerks, class 1	240	1,200	288,000
Clerks, class B	120	1,000	120,000	Clerks, class B	120	1,000	120,000
Clerks, class A	83	900	74,700	Clerks, class A	80	900	72,000
	1,000	....	1,349,500		961	....	1,299,800
Skilled laborers	2	1,000	2,000	Skilled laborers	2	1,000	2,000
Do	1	900	900	Do	1	900	900
Do	6	840	5,040	Do	6	840	5,040
Do	8	720	5,760	Do	8	720	5,760
Laborers	36	660	23,760	Laborers	36	660	23,760
Money-order assorters	15	840	12,600	Money-order assorters	15	840	12,600
Do	25	780	19,500	Do	25	780	19,500
Do	84	720	60,480	Do	84	720	60,480
Do	59	660	38,940	Do	59	660	38,940
Messengers	7	840	5,880	Messengers	7	840	5,880
Assistant messengers	17	720	12,240	Assistant messengers	17	720	12,240
Messenger boys	4	480	1,920	Messenger boys	4	480	1,920
Do	5	360	1,800	Do	5	360	1,800
Forewoman	1	480	480	Forewoman	1	480	480
Charwomen	21	240	5,040	Charwomen	21	240	5,040
	291	....	196,340		291	....	196,340
Total	1,325	....	1,631,840	Total	1,282	....	1,572,740

EXHIBIT No. 2 C.

A. HISTORY OF THE ACCOUNTING SYSTEM OF THE GOVERNMENT FROM ITS INCEPTION IN 1789 TO THE "DOCKERY COMMISSION" INVESTIGATION IN 1894.

The old auditing system of the Government was established in 1789, when the area of the country was 827,844 square miles, its population 3,929,314, and its annual expenditures about $500,000. The Treasury Department was then provided with a secretary, a comptroller, an auditor, a treasurer, and a register, but the accounting business devolved alone upon the auditor and the comptroller. Accounts and claims were presented to, and stated by, the auditor and reviewed by the comptroller, thus combining the requirements of a double audit.

Apparently it was the theory of the system, and the early practice thereunder, that all accounts and claims against the Government, with the possible exception of Army and Navy expenditures, were to be paid only on presentation and after audit by the accounting officers. The appropriations for the support of the Government for the calendar year 1789 were expressed in a statute of 13 lines, enacted 27 days after the auditing system was adopted. For nearly 30 years the appropriations for the conduct of the several departments of the Government were made in gross and without reference to the number of persons employed, the salaries to be paid, or amounts for specified objects; and for nearly 40 years all of the appropriations for the support of the Government were made in but one general bill.

The general system of auditing and bookkeeping adopted in 1789, with its divided responsibility in the Treasury Department, was perhaps the best that could be devised at that time.

The growth of the country, however, and the increase in the expenditures of the Government has required many changes to be made in the original system. The first important change was made by the act of May 8, 1792, which created the office of accountant for the War Department, who was authorized to settle accounts relating to that department, and to whom advances were made for all the expenses of the department. The act of April 30, 1798, created the Navy Department and provided an accountant therefor, who was authorized to settle all accounts in that department.

This was followed by the act of 1816, creating an additional accountant for the War Department, but continuing in force the same system of accounting. During this period the accountings for the War and Navy Departments were practically made by the accountants for these departments. It is true, the power of revision still rested in the Treasury Department, but as a matter of practice it was but nominal, for the reason that payments were made on the audits of the accountants of these departments without waiting for the revision authorized by the accounting branch of the Treasury Department. This fact is set out in a report of December 17, 1816, made to the Senate by James Monroe and others. As a reason for this practice of payment before the revision of the Treasury Department, they state that the delays necessary to such revision would result in confusion and obstruct the operations of the Government.

The act of 1817 abolished the offices of accountants of the War and Navy Departments and superintendent general of military supplies,

and restored the settlement of accounts to the Treasury Department. This act also created the Second Comptroller, the Second, Third, and Fourth Auditors, and transferred the appropriations for clerk hire in the offices of the accountants of the War and Navy Departments and the superintendent general of military supplies to the auditors' offices, with the duties which they had been performing, thus making it clearly the intention of the act to dispense with all administrative examination of accounts.

Other important changes made in the accounting system were the establishment in 1812 of the General Land Office, with an auditing branch in which all land accounts were settled, and the transfer of the General Land Office to the Interior Department, established in 1849, in which the law authorized the continuance of the same audit; and in both cases the accounts passed from the audit in the administrative office directly to the First Comptroller for review.

The next important change was made by the act of 1836, under which the Auditor of the Treasury for the Post Office Department was established, the act making his decision final and conclusive except upon appeal to the First Comptroller. Again, in 1849, the office of Commissioner of Customs or Third Comptroller was established for the purpose of relieving the Comptroller of the Treasury from a part of his duties. The Commissioner of Customs was then charged not only with the duties of accounting, but also with the administrative functions which have since been withdrawn from that office by the creation of an Assistant Secretary of the Treasury, and the establishment of a division of customs in the office of the Secretary of the Treasury.

Yet another change, made in 1867, restored in express terms the administrative examination which was dispensed with by the act of 1817. The experience of the departments of the Government having demonstrated the essential importance of an administrative examination, it was gradually resumed and practiced in the departments until it was finally crystallized in the act of 1862, as amended by the act of 1867, and is now expressed in the Revised Statutes, section 3622, in the following language:

Every officer or agent of the United States who receives public money which he is not authorized to retain as salary, pay, or emolument shall render his accounts monthly. Such accounts, with the vouchers necessary to the correct and prompt settlement thereof, shall be sent, by mail or otherwise, to the bureau to which they pertain within 10 days after the expiration of each successive month, and, after examination there, shall be passed to the proper accounting officer of the Treasury for settlement.

Disbursing officers of the Navy shall, however, render their accounts and vouchers direct to the proper accounting officer of the Treasury. In case of the nonreceipt at the Treasury, or proper bureau, of any accounts within a reasonable and proper time thereafter, the officer whose accounts are in default shall be required to furnish satisfactory evidence of having complied with the provisions of this section.

The Secretary of the Treasury may, if in his opinion the circumstances of the case justify and require it, extend the time hereinbefore prescribed for the rendition of accounts. Nothing herein contained shall, however, be construed to restrain the heads of any of the departments from requiring such other returns or reports from the officer or agent, subject to the control of such heads of departments, as the public interest may require.

It may be well to say that Massachusetts' great Senator, Hon. Henry Wilson, was the author of the act of 1867 which restored the administrative examination as a part of the accounting system of the Treasury.

It thus appears that the original system established in 1789 was changed in 1792, in 1798, in 1812, in 1817, in 1836, in 1849, in 1862, and again in 1867. From its original status with one auditor and one comptroller the system had developed into a system of five auditors, acting under three independent comptrollers, one great department bureau (the General Land Office), settling its own accounts directly with a comptroller without the intervention of an auditor, and a sixth auditor who acted independently of a comptroller except upon appeal.

In a report submitted to the House of Representatives under date of March 10, 1886, it appears from the books of the register that the civil accounts of the Government showed balances due the United States of more than $25,000,000. This exhibit only included the civil accounts, and was entirely exclusive of the military and naval accounts and the accounts of balances due the Government in the office of the Sixth Auditor.

About 90 per cent of our total appropriations being first expended and then audited, a speedy audit is essential to properly protect the Government and by preventing the advance of money to officers who are either delinquent in rendering their accounts or who have not properly disbursed the public money intrusted to their care.

The delays resulting from a triplicate system of examination were so great that the auditors became practically "dead letters" in the administration of the accounting branch and the Government was of necessity compelled to rely largely upon the administrative departments to exercise oversight and secure a proper expenditure of the public money.

The requirements of submitting estimates for appropriations and the existing methods of Congress in making appropriations, involving, as they do, a detailed and thorough inquiry by committees not only into the purpose for which appropriations are asked, but also into the manner and results of expenditures previously made, and the act covering back into the Treasury balances of appropriations two years after the year for which they are made, and the law passed in the year 1862, as amended in 1867, requiring the examination of accounts by the administrative departments all combine to make a system of checks absolutely perfect to protect the Government, provided that a final audit can be had practically contemporaneous with expenditures.

B. Comment of the Dockery Commission upon Defects in the "Accounting System of the Government" and the Changes Recommended to Remedy Them.

A report was made on the methods of accounting in the Treasury which related to the office of Commissioner of Customs (S. Rept. No. 240 or H. Rept. No. 409, 53d Cong., 2d sess.), and another which related to the offices of First Comptroller, Second Comptroller, Register, and Auditors of the Treasury, and the accounting system generally (S. Rept. No. 293 or H. Rept. No. 637, 53d Cong. 2d sess.). A bill passed the House of Representatives approving the report on the office of Commissioner of Customs and was incorporated in a bill relating to the general accounting system of the Government which was approved July 31, 1894.

The offices of Commissioner of Customs and Second Comptroller were abolished and the detailed work was discontinued in the office of the First Comptroller of the Treasury, which was changed to Comptroller of the Treasury, making the responsibilities of this office of a supervisory character and necessarily of greater protection to the Government service, and provision was made for an appeal thereto by the claimant, the head of the administrative department having jurisdiction over the account, or the Secretary of the Treasury, on accounts settled by the various auditors, whose titles and duties were changed, greatly expediting the accounting of public officers; increasing the protection to the Government by requiring the rendition of accounts within stated periods, which is made effective by reason of the requirement that the auditors charged with the settlement of accounts shall approve the requisitions for the advance of money, the approval depending upon the prompt rendition of the accounts, and the further check in the final settlement of accounts by having the warrant for the payment of either advances or settlements accompanied by the requisition or the auditor's certificate, as the case may be, to the Treasurer's office, where the date and amount of payment is noted, the requisition and certificate being returned to the auditor who stated the account, to be filed finally therewith.

This change also prevents conflicting constructions of statutes.

It dispensed with passing warrants through the office of the Register of the Treasury, where they were recopied to no possible purpose. The personal ledgers were removed from the office of the Register and certain of the auditors to a division of the office of the Secretary of the Treasury known as the Division of Bookkeeping and Warrants. The files of accounts were removed from the custody of the register and put with the Auditor for the Treasury and the Auditor for the State and Other Departments, respectively, having jurisdiction over the accounts, making uniform the filing of accounts with the auditors settling them. The files were removed and adjusted to the new conditions without any interruption to the public business, and they are now uniformly under the jurisdiction of the auditors having the settlements thereof. The department is very much crowded for filing space, but not so much so as would have been the case under the former plan, for the volume of papers to be filed has been somewhat reduced.

There was very great delay in the settlement of accounts under the former system.

The experts employed by the commission reported that—

> The time elapsed from the date of rendering until the final settlement of the accounts (by the comptrollers) passing through the several auditors' offices is as follows:
>
> First Auditor's office, from two to six months.
> Second Auditor's office, from six months to two years.
> Third Auditor's office, from nine to seventeen months.
> Fourth Auditor's office, from five months to one year.
> Fifth Auditor's office, from three to six months.
> Commissioner of General Land Office, from three to four months.
>
> These figures represent an average of the various classes of accounts and many, of course, are delayed a much longer period. There are scarcely any accounts finally settled within a reasonable period, while for some of the officers who have gone out of service, as, for instance, Indian agents, it is as much as five years before the accounts are settled, and during all this time the vouchers and papers lie in one or another of the offices of the Treasury or administrative departments.

These facts are known and acknowledged by all who are conversant with the condition of the public business in the Treasury Department

as they existed. Further evidence of the necessity for a revision of the accounting methods was abundant.

In the last annual report of Hon. Charles Foster, Secretary of the Treasury, he tersely reviews the unsatisfactory methods then employed. He said:

The desirability, if indeed it be not a necessity, of a change in the methods of disbursing public moneys and the examination, adjudication, and settlement of public accounts has long been manifest, not only to the officers of the Treasury Department charged with and responsible for the official working of these methods, but to many committees of Congress, standing and select, which have inquired into and reported upon such methods.

There is now a triplicate system of examination of public accounts which has no counterpart in any other Government, whether European or in the several States of the Union. It is not only vexatious in respect to details, but wrong in respect to system. Beyond that, however, is the fact that it is highly expensive, without compensating results to the Government, while, in spite of the examination by three different offices and "sets" of clerks, accounts and claims are occasionally improperly adjusted or allowed.

The whole duty of control and audit appertaining to the public expenditures should be under the administrative direction of a comptroller general or chief comptroller of the Treasury, within whose bureau a board of audit might be created for the determination of quasi-judicial questions arising in the examination, statement, and settlement of accounts, if that mode of procedure should be regarded with favor.

Standing and select committees of Congress have from time to time been instructed to inquire into the defects of departmental methods, and have made many valuable reports thereon, recommending or suggesting various changes, many of which have been enacted into law by Congress, with amendments recommended by various Secretaries of the Treasury.

Commissions or committees, composed of officers and clerks of the Treasury Department, have from time to time been appointed to examine into the methods of the department, and have recommended changes which have been adopted in whole or part as "Treasury regulations."

But these investigations and recommendations, valuable as they were, have fallen far short of meeting the requirements of the situation. In the nature of things it is impossible for committees of Congress, with other duties and obligations as to committee and department work pressing upon its members, to give their entire time to a study of this great problem, and the same is true as to a commission composed of officers and clerks in the Treasury Department. They have their own current work to perform, most of it important (its members being selected on account of their ability and efficiency), which can not be neglected, postponed, or transferred, and then, trained and accustomed as they are to existing methods, it is but natural to suppose that they would be slow to recommend radical changes therein.

For this reason it is believed that a nonpartisan commission, similar in its organization to the Interstate Commerce Commission, but limited to a period of say, three years' duration (which can be extended temporarily if necessary), organized exclusively for the purpose of examining into existing methods of business and work in the several Executive Departments, more especially as to the disbursement of public money, and the examination, adjudication, and settlements of public accounts, with the view of either establishing simpler and more accurate as well as economical methods, or providing for a consolidation of the accounting offices of the Treasury Department, thus accomplishing a considerable reduction in the number of employees and a resulting reduction of expenditure for salaries (thereby promoting the efficiency and general good of the public service) is highly desirable, and the subject is earnestly commended to the consideration of the President and Congress.

Citations could be multiplied in support of the proposition that some change in the accounting system of the Treasury was necessary to secure a prompt and accurate audit of claims and public accounts.

The accounting department of the Treasury is designed to secure a speedy and reliable audit of the receipts and expenditures of the Government; that is to say, the function of the accounting branch is to determine the amount to which the Government is entitled, or the amount the Government should pay under a proper construction of the statutes. The audit, therefore, of the accounting branch

looks solely to the ascertainment of the correct amount under a proper interpretation of the law. The law, so far as it relates to the income of the Government, specifically changes the audit of customs receipts. Under the former system about 90 per cent of our customs revenues were collected at ports where there are naval officers, and the audit of all such receipts involved a quadruple examination of accounts.

Under the old system there was first the joint double audit of the naval officer and the collector of the port before the duties are collected. This was followed by an audit of the First Auditor, and finally the accounts were reviewed by the Commissioner of Customs. The act abolished the office of the Commissioner of Customs, thus dispensing with the fourth and final examination as then existing, and leaving a triplicate system of examination for the protection of the Government by the joint action of the naval officer and collector of the port and the audit of the auditor.

The new law not only provides a system which requires a triplicate examination of accounts, with the right of appeal to the Comptroller of the Treasury, but also strengthens the audit by requiring original papers to be sent to the auditor in all cases where the Secretary of the Treasury may so direct. The triplicate safeguards which yet remain with the appellate supervision of the comptroller would seem to be a sufficient guaranty that the Government will secure a reliable and yet more expeditious audit than the one which then prevailed.

In this connection it is well to state the fundamental proposition that the essential virtue of an audit consists in the act of audit being as nearly contemporaneous with the receipt or expenditure as is practicable to be made. In other words, it would seem to be desirable to make the audit in the lifetime of the officer who receives or expends public money, rather than to deal with his administrator or rely upon his official bond.

C. Law Reorganizing the Accounting Offices of the Treasury, Enacted Upon Recommendation of the "Dockery Commission."

The following is the act of July 31, 1894 (ch. 174, 28 Stat., 162, 205–211), so far as it relates to the reorganization of the accounting offices of the Treasury:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, •

* * * * * * *

SEC. 3. The auditors of the Treasury shall hereafter be designated as follows: The First Auditor as Auditor for the Treasury Department; the Second Auditor as Auditor for the War Department; the Third Auditor as Auditor for the Interior Department; the Fourth Auditor as Auditor for the Navy Department; the Fifth Auditor as Auditor for the State and other departments; the Sixth Auditor as Auditor for the Post Office Department. The designations of the deputy auditors and other subordinates shall correspond with those of the auditors. And each deputy auditor, in addition to the duties now required to be performed by him, shall sign, in the name of the Auditor such letters and papers as the Auditor may direct.

SEC. 4. The offices of Commissioner of Customs, Deputy Commissioner of Customs, Second Comptroller, Deputy Second Comptroller, and Deputy First Comptroller of the Treasury are abolished, and the First Comptroller of the Treasury shall hereafter be known as Comptroller of the Treasury. He shall perform the same duties and have the same powers and responsibilities (except as modified by this act) as those now performed by or appertaining to the First and Second Comptrollers of the Treasury

and the Commissioner of Customs; and all provisions of law not inconsistent with this act, in any way relating to them or either of them, shall hereafter be construed and held as relating to the Comptroller of the Treasury. His salary shall be five thousand five hundred dollars per annum. There shall also be an Assistant Comptroller of the Treasury, to be appointed by the President, with the advice and consent of the Senate, who shall receive a salary of five thousand dollars per annum, and a chief clerk in the office of the Comptroller of the Treasury, who shall receive a salary of two thousand five hundred dollars per annum.

The Assistant Comptroller of the Treasury shall perform such duties as may be prescribed by the Comptroller of the Treasury and shall have the power, under the direction of the Comptroller of the Treasury, to countersign all warrants and sign all other papers.

The chief clerk shall perform such duties as may be assigned to him by the Comptroller of the Treasury, and shall have the power, in the name of the Comptroller of the Treasury, to countersign all warrants except accountable warrants.

The auditors, under the direction of the Comptroller of the Treasury, shall superintend the recovery of all debts finally certified by them, respectively, to be due to the United States.

Section thirty-six hundred and twenty-five of the Revised Statutes is amended by subsistuting the words "proper auditor" for the words "First Comptroller of the Treasury (or the Commissioner of Customs, as the case may be)."

Section thirty-six hundred and thirty-three of the Revised Statutes is amended by substituting the words "proper auditor" for the words "First or Second Comptroller of the Treasury."

SEC. 5. The Comptroller of the Treasury shall, under the direction of the Secretary of the Treasury, prescribe the forms of keeping and rendering all public accounts, except those relating to the postal revenues and expenditures therefrom.

The returns of fees mentioned in section seventeen hundred and twenty-five of the Revised Statutes shall be made as prescribed by the Comptroller of the Treasury.

SEC. 6. Section two hundred and seventy-one of the Revised Statutes is amended to read as follows:

"SEC. 271. The Comptroller of the Treasury in any case where, in his opinion, the interests of the Government require it, shall direct any of the auditors forthwith to audit and settle any particular account which such auditor is authorized to audit and settle."

SEC 7. Accounts shall be examined by the auditors as follows:

First. The Auditor for the Treasury Department shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of the Treasury and all bureaus and offices under his direction, all accounts relating to the customs service, public debt, internal revenue, Treasurer, and assistant treasurers, mints and assay offices, Bureau of Engraving and Printing, Coast and Geodetic Survey, Revenue-Cutter Service, Life-Saving Service, Lighthouse Board, Marine-Hospital Service, public buildings, Steamboat-Inspection Service, immigration, navigation, Secret Service, Alaskan fur-seal fisheries, and to all other business within the jurisdiction of the Department of the Treasury, and certify the balances arising thereon to the Division of Bookkeeping and Warrants.

Second. The Auditor for the War Department shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of War and all bureaus and offices under his direction, all accounts relating to the military establishment, armories and arsenals, national cemeteries, fortifications, public buildings and grounds under the Chief of Engineers, rivers and harbors, the Military Academy, and to all other business within the jurisdiction of the Department of War, and certify the balances arising thereon to the Division of Bookkeeping and Warrants, and send forthwith a copy of each certificate to the Secretary of War.

Third. The Auditor of the Interior Department shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of the Interior, and of all bureaus and offices under his direction, and all accounts relating to Army and Navy pensions, Geological Survey, public lands, Indians, Architect of the Capitol, patents, census, and to all other business within the jurisdiction of the Department of the Interior, and certify the balances arising thereon to the Division of Bookkeeping and Warrants, and send forthwith a copy of each certificate to the Secretary of the Interior.

Sections two hundred and seventy-three and two hundred and seventy-five of the Revised Statutes are repealed.

Section four hundred and fifty-six of the Revised Statutes is amended to read as follows:

"SEC. 456. All returns relative to the public lands shall be made to the Commissioner of the General Land Office."

Fourth. The Auditor for the Navy Department shall receive and examine all accounts of salaries and incidental expenses of the office of the Secretary of the Navy, and of all bureaus and offices under his direction, all accounts relating to the Naval Establishment, Marine Corps, Naval Academy, and to all other business within the jurisdiction of the Department of the Navy, and certify the balances arising thereon to the Division of Bookkeeping and Warrants, and send forthwith a copy of each certificate to the Secretary of the Navy.

Fifth. The Auditor for the State and other departments shall receive and examine all accounts of salaries and incidental expenses of the offices of the Secretary of State, the Attorney General, and the Secretary of Agriculture, and of all bureaus and offices under their direction; all accounts relating to all other business within the jurisdiction of the Departments of State, Justice, and Agriculture; all accounts relating to the Diplomatic and Consular Service, the judiciary, United States courts, judgments of United States courts, Executive Office, Civil Service Commission, Interstate Commerce Commission, Department of Labor, District of Columbia, Fish Commission, Court of Claims and its judgments, Smithsonian Institution, Territorial governments, the Senate, the House of Representatives, the Public Printer, Library of Congress, Botanic Garden, and accounts of all boards, commissions, and establishments of the Government not within the jurisdiction of any of the executive departments. He shall certify the balances arising thereon to the Division of Bookkeeping and Warrants, and send forthwith a copy of each certificate, according to the character of the account, to the Secretary of the Senate, Clerk of the House of Representatives, Sergeant at Arms of the House of Representatives, or the chief officer of the executive department; commission, board, or establishment concerned.

Sixth. The Auditor for the Post Office Department shall receive and examine all accounts of salaries and incidental expenses of the office of the Postmaster General and of all bureaus and offices under his direction, all postal and money-order accounts of postmasters, all accounts relating to the transportation of the mails, and to all other business within the jurisdiction of the Post Office Department, and certify the balances arising thereon to the Postmaster General for accounts of the postal revenue and expenditures therefrom, and to the Division of Bookkeeping and Warrants for other accounts, and send forthwith copies of the certificates in the latter cases to the Postmaster General.

The further duties of this auditor shall continue as now defined by law, except as the same are modified by the provisions of this act.

Sec. 8. The balances which may from time to time be certified by the auditors to the Division of Bookkeeping and Warrants, or to the Postmaster General, upon the settlements of public accounts, shall be final and conclusive upon the executive branch of the Government, except that any person whose accounts may have been settled, the head of the executive department, or of the board, commission, or establishment not under the jurisdiction of an executive department to which the account pertains, or the Comptroller of the Treasury, may within a year, obtain a revision of the said account by the Comptroller of the Treasury, whose decision upon such revision shall be final and conclusive upon the executive branch of the Government: *Provided*, That the Secretary of the Treasury may, when in his judgment the interests of the Government require it, suspend payment and direct the reexamination of any account.

Upon a certificate by the Comptroller of the Treasury of any differences ascertained by him upon revision the auditor who shall have audited the account shall state an account of such differences, and certify it to the Division of Bookkeeping and Warrants, except that balances found and accounts stated as aforesaid by the Auditor for the Post Office Department for postal revenues and expenditures therefrom shall be certified to the Postmaster General.

Any person accepting payment under a settlement by an auditor shall be thereby precluded from obtaining a revision of such settlement as to any items upon which payment is accepted: but nothing in this act shall prevent an auditor from suspending items in an account in order to obtain further evidence or explanations necessary to their settlement. When suspended items are finally settled a revision may be had as in the case of the original settlement. Action upon any account or business shall not be delayed awaiting applications for revision: *Provided*, That the Secretary of the Treasury shall make regulations fixing the time which shall expire before a warrant is issued in payment of an account certified as provided in sections seven and eight of this act.

The auditor shall, under the direction of the Comptroller of the Treasury, preserve, with their vouchers and certificates, all accounts which have been finally adjusted.

All decisions by auditors making an original construction or modifying an existing construction of statutes shall be forthwith reported to the Comptroller of the Treasury,

and items in any account affected by such decisions shall be suspended and payment thereof withheld until the Comptroller of the Treasury shall approve, disapprove, or modify such decisions and certify his actions to the auditor. All decisions made by the Comptroller of the Treasury under this act shall be forthwith transmitted to the auditor or auditors whose duties are affected thereby.

Disbursing officers, or the head of any executive department, or other establishment not under any of the executive departments, may apply for and the Comptroller of the Treasury shall render his decision upon any question involving a payment to be made by them or under them, which decision, when rendered, shall govern the Auditor and the Comptroller of the Treasury in passing upon the account containing said disbursement.

Sections one hundred and ninety-one and two hundred and seventy of the Revised Statutes are repealed.

SEC. 9. This act, so far as it relates to the First Comptroller of the Treasury and the several auditors and deputy auditors of the Treasury, shall be held and construed to operate merely as changing their designations and as adding to and modifying their duties and powers, and not as creating new officers.

All laws not inconsistent with this act, relating to the auditors of the Treasury in connection with any matter, shall be understood in each case to relate to the auditor to whom this act assigns the business of the executive department or other establishments concerned in that matter.

SEC. 10. The Division of Warrants, Estimates, and Appropriations in the office of the Secretary of the Treasury is hereby recognized and established as the Division of Bookkeeping and Warrants. It shall be under the direction of the Secretary of the Treasury as heretofore. Upon the books of this division shall be kept all accounts of receipts and expenditures of public money except those relating to the postal revenues and expenditures therefrom; and section three hundred and thirteen and so much of sections two hundred and eighty-three and thirty-six hundred and seventy-five of the Revised Statutes as require those accounts to be kept by certain auditors and the Register of the Treasury are repealed. The duties of the Register of the Treasury shall be such as are now required of him in connection with the public debt and such further duties as may be prescribed by the Secretary of the Treasury.

SEC. 11. Every requisition for an advance of money, before being acted on by the Secretary of the Treasury, shall be sent to the proper auditor for action thereon as required by section twelve of this act.

All warrants, when authorized by law and signed by the Secretary of the Treasury, shall be countersigned by the Comptroller of the Treasury, and all warrants for the payment of money shall be accompanied either by the auditor's certificate, mentioned in section seven of this act, or by the requisition for advance of money, which certificate or requisition shall specify the particular appropriation to which the same should be charged, instead of being specified on the warrant, as now provided by section thirty-six hundred and seventy-five of the Revised Statutes; and shall also go with the warrant to the Treasurer, who shall return the certificate or requisition to the proper auditor, with the date and amount of the draft issued indorsed thereon. Requisitions for the payment of money on all audited accounts, or for covering money into the Treasury, shall not hereafter be required. And requisitions for advances of money shall not be countersigned by the Comptroller of the Treasury.

Section two hundred and sixty-nine and so much of section three hundred and five of the Revised Statutes as requires the Register of the Treasury to record warrants is repealed.

SEC. 12. All monthly accounts shall be mailed or otherwise sent to the proper officer at Washington within ten days after the end of the month to which they relate, and quarterly and other accounts within twenty days after the period to which they relate, and shall be transmitted to and received by the auditors within twenty days of their actual receipt at the proper office in Washington in the case of monthly and sixty days in case of quarterly and other accounts. Should there be any delinquency in this regard at the time of the receipt by the auditor of a requisition for advance of money he shall disapprove the requisition, which he may also do for other reasons arising out of the condition of the officer's accounts for whom the advance is requested; but the Secretary of the Treasury may overrule the auditor's decision as to the sufficiency of these latter reasons: *Provided*, That the Secretary of the Treasury shall prescribe suitable rules and regulations, and may make orders in particular cases, relaxing the requirement of mailing or otherwise sending accounts, as aforesaid, within ten or twenty days, or waiving delinquency, in such cases only in which there is, or is likely to be, a manifest physical difficulty in complying with the same, it being the purpose of this provision to require the prompt rendition of accounts without regard to the mere convenience of the officers, and to forbid the advance of money to those delinquent

in rendering them: *Provided further*, That should there be a delay by the administrative departments beyond the aforesaid twenty or sixty days in transmitting accounts, an order of the President in the particular case shall be necessary to authorize the advance of money requested: *And provided further*, That this section shall not apply to accounts of the postal revenue and expenditures therefrom, which shall be rendered as now required by law. (Amended by act of Mar. 2, 1895, 28 Stat., 807.)

The Secretary of the Treasury shall, on the first Monday of January in each year, make report to Congress of such officers as are then delinquent in the rendering of their accounts or in the payment of balances found due from them for the last preceding fiscal year. Sections two hundred and fifty and two hundred and seventy-two of the Revised Statutes are repealed.

Section thirty-six hundred and twenty-two of the Revised Statutes is amended by striking therefrom the following words: "The Secretary of the Treasury may, if in his opinion the circumstances of the case justify and require it, extend the time hereinbefore prescribed for the rendition of accounts."

SEC. 13. Before transmission to the Department of the Treasury the accounts of district attorneys, assistant attorneys, marshals, commissioners, clerks, and other officers of the courts of the United States, except consular courts, made out and approved as required by law, and accounts relating to prisoners convicted or held for trial in any court of the United States, and all other accounts relating to the business of the Department of Justice or of the courts of the United States other than consular courts, shall be sent with their vouchers to the Attorney General and examined under his supervision.

Judges receiving salaries from the Treasury of the United States shall be paid monthly by the disbursing officer of the Department of Justice, and to him all certificates of nonabsence or of the cause of absence of judges in the Territories shall be sent. Interstate Commerce Commissioners and other officers, now paid as judges are, shall be paid monthly by the proper disbursing officer or officers.

SEC. 14. In the case of claims presented to an auditor which have not had an administrative examination, the auditor shall cause them to be examined by two of his subordinates independently of each other.

SEC. 15. It shall be the duty of the Secretary of the Treasury annually to lay before Congress, on the first day of the regular session thereof, an accurate, combined statement of the receipts and expenditures during the last preceding fiscal year of all public moneys, including those of the Post Office Department, designating the amount of the receipts, whenever practicable, by ports, districts, and States, and the expenditures, by each separate head of appropriation.

SEC. 16. In section three hundred and seven of the Revised Statutes the words 'Secretary of the Treasury" are substituted for the words "Register of the Treasury."

SEC. 17. The transcripts from the books and proceedings of the Department of the Treasury provided for in section eight hundred and eighty-six of the Revised Statutes shall hereafter be certified by the Secretary or an Assistant Secretary of the Treasury, and the copies of the contracts and other papers therein provided for shall be certified by the auditor having the custody of such papers. (Amended by act of Mar. 2, 1895, 28 Stat., 809.)

SEC. 18. Section thirty-seven hundred and forty-three of the Revised Statutes is amended to read as follows:

"SEC. 3743. All contracts to be made, by virtue of any law, and requiring the advance of money, or in any manner connected with the settlement of public accounts, shall be deposited promptly in the offices of the Auditors of the Treasury, according to the nature of the contracts: *Provided*, That this section shall not apply to the existing laws in regard to the contingent funds of Congress."

SEC. 19. Section twenty-six hundred and thirty-nine of the Revised Statutes is amended by substituting the words "proper auditor" for the words "Commissioner of Customs."

SEC. 20. It shall be the duty of the collectors of customs and other officers of customs to transmit, with their accounts, to the officers charged with the settlement of their accounts, all such papers, records, or copies thereof relating to their transactions as officers of customs as the Secretary of the Treasury may direct.

SEC. 21. All accounts stated by the auditors before the first day of October, eighteen hundred and ninety-four, and then pending for settlement in the offices of the First or Second Comptroller, or the Commissioner of Customs, shall be revised by the Comptroller of the Treasury in the manner provided by existing law, and the balances arising thereon shall be certified to the Division of Bookkeeping and Warrants.

SEC. 22. It shall be the duty of the Secretary of the Treasury to make appropriate rules and regulations for carrying out the provisions of this act and for transferring or preserving books, papers, or other property appertaining to any office or branch of business affected by it.

It shall also be the duty of the heads of the several executive departments and of the proper officers of other Government establishments, not within the jurisdiction of any executive department, to make appropriate rules and regulations to secure a proper administrative examination of all accounts sent to them, as required by section twelve of this act, before their transmission to the auditors, and for the execution of other requirements of this act in so far as the same relate to the several departments or establishments.

SEC. 23. Nothing in this act shall be construed to authorize the reexamination and payment of any claim or account which has heretofore been disallowed or settled.

SEC. 24. The provisions of sections three to twenty-three, inclusive, of this act shall be in force on and after the first day of October, eighteen hundred and ninety-four.

SEC. 25. All laws or parts of laws inconsistent with this act are repealed.

APPENDIX No. 5

RETURNS OFFICE OF THE DEPARTMENT OF THE INTERIOR

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RETURNS OFFICE OF THE DEPARTMENT OF THE INTERIOR.

NOVEMBER 17, 1911.

The PRESIDENT:

The Commission on Economy and Efficiency has given consideration to the question of the maintenance and operation of the Returns Office in the Interior Department and has the honor to submit the following report:

The Returns Office was established by law in 1862 for the purpose of receiving, filing, and keeping open for public inspection copies of all contracts made by officers of the Departments of War, Navy, and the Interior. This report contains a review of the questions presented, a statement of the conditions that led to the creation of the Returns Office, and the reasons why its continuance in its present form is no longer necessary. The recommendations we submit may be summarized as follows:

1. That the Returns Office in the Department of the Interior be abolished.
2. That publicity of contracts be provided for through the offices of the Auditors of the Treasury, where originals of all public contracts are now filed, with the exception that contracts which it would be prejudicial to the public interest to make public shall not be open to public inspection.
3. That the requirement that every contract made by officers of the Departments of War, Navy, and the Interior be in writing be modified so as to apply only to a contract involving $1,000 or more, and as so modified the law be made applicable to all the executive departments and independent establishments. A provision for an oral or informal contract, regardless of amount involved, in case of extraordinary emergency should be included.
4. That the affidavit required by section 3745 of the Revised Statutes to be attached to contracts of the Departments of War, Navy, and the Interior be superseded by a certificate to the same effect as the affidavit, with suitable penalties for making a false certificate, and the same form of certificate be used for contracts of all executive departments and independent establishments.

In order to carry out these recommendations, a change in existing law is necessary and is recommended. The direct annual saving of expense to be secured by the change is:

1. The cost of the Returns Office, estimated at	$2,600
2. The amount paid by the departments as fees to notaries public for administering the oaths to contract papers, estimated at	8,000
Total	10,600

It is not possible to state the cost in time of officers and employees in making the copies of contracts to be sent to the Returns Office and in executing the affidavits attached to such copies. It is undoubtedly much more each year than the annual money cost of $10,600.

It may therefore be fairly estimated that the total annual saving will be not less than $25,000. Filing space in the Interior Department for preserving the copies of contracts, estimated at more than 500 cubic feet per year, as well as the office space occupied, will be available for other uses. Some additional filing space will be needed in the offices of the auditors.

The sections of the Revised Statutes creating the Returns Office and prescribing the duties of the clerk thereof, and other sections referring to that office, or the same subject matter, are as follows:

SEC. 512. The Secretary of the Interior shall from time to time provide a proper apartment, to be called the Returns Office, in which he shall cause to be filed the returns of contracts made by the Secretary of War, the Secretary of the Navy, and the Secretary of the Interior, and shall appoint a clerk of the first class to attend to the same.

SEC. 513. The clerk of the Returns Office shall file all returns made to the office, so that the same may be of easy access, keeping all returns made by the same officer in the same place, and numbering them in the order in which they are made.

SEC. 514. The clerk of the Returns Office shall provide and keep an index book, with the names of the contracting parties, and the number of each contract opposite to the names; and shall submit the index book and returns to any person desiring to inspect it.

SEC. 515. The clerk of the Returns Office shall furnish copies of such returns to any person paying therefor at the rate of five cents for every one hundred words, to which copies certificates shall be appended in every case by the clerk making the same, attesting their correctness, and that each copy so certified is a full and complete copy of the return.

SEC. 3743. All contracts to be made, by virtue of any law, and requiring the advance of money, or in any manner connected with the settlement of public accounts, shall be deposited promptly in the offices of the Auditors of the Treasury, according to the nature of the contracts: *Provided*, That this section shall not apply to the existing laws in regard to the contingent funds of Congress.

SEC. 3744. It shall be the duty of the Secretary of War, of the Secretary of the Navy, and of the Secretary of the Interior to cause and require every contract made by them severally on behalf of the Government, or by their officers under them appointed to make such contracts, to be reduced to writing, and signed by the contracting parties with their names at the end thereof; a copy of which shall be filed by the officer making and signing the contract in the Returns Office of the Department of the Interior, as soon after the contract is made as possible, and within thirty days, together with all bids, offers, and proposals to him made by persons to obtain the same, and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to each contract shall be attached together by a ribbon and seal, and marked by numbers in regular order, according to the number of papers composing the whole return.

SEC. 3745. It shall be the further duty of the officer, before making his return, according to the preceding section, to affix to the same his affidavit in the following form, sworn to before some magistrate having authority to administer oaths: "I do solemnly swear (of affirm) that the copy of contract hereto annexed is an exact copy of a contract made by me personally with ———; that I made the same fairly without any benefit or advantage to myself, or allowing any such benefit or advantage corruptly to the said ———, or any other person; and that the papers accompanying include all those relating to the said contract, as required by the statute in such case made and provided."

SEC. 3746. Every officer who makes any contract, and fails or neglects to make return of the same, according to the provisions of the two preceding sections, unless from unavoidable accident or causes not within his control, shall be deemed guilty of a misdemeanor, and shall be fined not less than one hundred dollars nor more than five hundred, and imprisoned not more than six months.

SEC. 3747. It shall be the duty of the Secretary of War, of the Secretary of the Navy, and of the Secretary of the Interior to furnish every officer appointed by them with authority to make contracts on behalf of the Government with a printed letter of instructions, setting forth the duties of such officer, under the two preceding sections, and also to furnish therewith forms, printed in blank, of contracts to be made, and the affidavit of returns required to be affixed thereto, so that all the instruments may be as nearly uniform as possible.

By your authority there was referred to a special committee the question of the advisability of the Returns Office being continued for the purpose indicated in the existing law. This committee was composed of Capt. J. H. Gibbons, United States Navy; Mr. George P. McCabe, Solicitor of the Department of Agriculture; and Mr. Frederick A. Tennant, Assistant Commissioner of Patents. The committee's report, dated April 22, 1911, is herewith forwarded, marked Exhibit No. 1 D. It sets forth the six specific questions submitted to the committee as an indication of some of the points to be covered in their investigation of the subject. The report of the committee is accompanied by recommendations which may be briefly stated as follows:

1. That the Returns Office in the Department of the Interior be abolished.
2. That there be established in each executive department and independent Government establishment, and under the supervision of the head thereof, a returns office with duties similar to those of the Returns Office of the Department of the Interior.
3. That copies of all contracts, together with related papers required to be reduced to writing, be filed in the returns office, except such as in the opinion of the head of department of establishment it would be against public policy to divulge.
4. That a certificate be required in place of the oath provided for in section 3745.
5. That it be made the duty of the head of each executive department and independent establishment to require all contracts made by them, or under their direction, on behalf of the United States, to be reduced to writing, except in case of extraordinary emergency.

In the course of the commission's investigation it is found that the subjects of the maintenance of the Returns Office, the continuance of the oath required by section 3745, the requirement of section 3744 for contracts of the Departments of War, Navy, and Interior to be reduced to writing and signed at the end thereof, and of section 3745 that an affidavit be attached to copies of contracts, have been discussed at some length by the officials of the three departments concerned during the past five years.

The Special Committee on Government Contracts, appointed by the President in 1907, submitted a report to him on the Returns Office January 18, 1909. A copy of that report is hereto attached, marked Exhibit No. 2 D. It favored the establishment of a returns office in each bureau and office of the Government, the contracts and papers on file there to be open to public inspection under rules to be made by the head of department. It also recommended that section 3744 of the Revised Statutes be so amended as to include, in the requirement of reducing contracts to writing, the contracts of all departments where they involved $2,000 or more. That committee was of the opinion that the law as to filing and public inspection should not apply to contracts and papers which the head of the department considered it would be contrary to the public interest to make public.

Correspondence between the Secretaries of War, Navy, and the Interior, during the past few years, indicates the desire of the three departments to have the law changed, particularly with reference to the requirement that an affidavit be made by an officer filing a return

of a public contract in the Returns Office, the departments favoring the use of a certificate in place of an affidavit.

The commission is of the opinion that a change in the existing law is desirable in the interest of both economy and efficiency. Publicity in the transaction of the business of the Government, and especially in the making of contracts involving the expenditure of public money tends to prevent fraudulent and extravagant practices and to allay the suspicion of corruption which grows in the mind of the people as the facility for securing accurate information is withdrawn from them.

Whatever reasons may have existed in 1862, when the Returns Office was established, and a copy of each contract (with the original of bids, offers, and proposals) was required to be filed therein by the three departments, it is our opinion that conditions have so changed as to make the maintenance of a Returns Office for those departments only no longer desirable; nor is the requirement of section 3744, Revised Statutes, that every contract of those three departments alone be in writing, one that should be continued unless modified to except small contracts.

The suggestions of the committees, of which Capt. Gibbons and Mr. Wetmore were chairman, hereinbefore referred to, that publicity be provided for in the department, bureau, or office concerned in the making of contracts, if they were adopted, will not secure those important features of publicity which it was and is the main purpose of the Returns Office of the Department of the Interior to secure, namely, the free access of any person to a copy of a public contract after the accuracy and completeness of that copy, with related papers, has been proved by affidavit, and it has been filed in a legally established depository beyond the control of the officer or department which acted as the agent of the Government in making it.

While it is the practice of all departments to allow bidders to be present, in person or by attorney, when bids are opened, and it is repeatedly stated that the public may readily have free access to a contract, proposal, etc., in the department in which it is made and filed, it is found on investigation to be the general rule not to allow an inspection of a contract or related paper unless the person wishing it proves his interest in the matter. The three departments required to file copies of contracts and originals of related papers in the returns office are thus required by law to have their contracting work open to public inspection without question and without requiring the citizen to give any reason for desiring to see the papers. The departments not required by law to allow public inspection uniformly withhold the privilege. In no case has a department voluntarily established the same degree of publicity as is required of those departments that are subject to the rule prescribed in section 3744.

Public contracts are required by law to be filed in the offices of the auditors of the Treasury. This filing of the original of contracts is for the purpose of affording the evidence needed in auditing and settling accounts. Neither the bids, proposals, etc., upon which a contract is based, nor copies thereof, are filed with the contract. Such bids, proposals, etc., are required to be attached to and filed with copies of such contracts as are sent to the returns office. In all branches of the service except the Departments of War, Navy, and the Interior, the bids, proposals, etc., are retained in the office or department making the contract.

The contracts filed in the offices of the six auditors of the Treasury are not open to public inspection. We think they should be, and that the classes of papers now required to be attached to the copy of a contract under section 3744, Revised Statutes, should be attached to and filed with each contract when it goes to the auditor. Under such a plan the original of each contract and the original of bids, proposals, etc., will be placed together in one office instead of the contract being filed in one office and the related papers in another.

The offices of the auditors are the natural returns offices—the places where the completed contract papers should be filed and made available for public inspection. Those offices are separate and distinct from all the establishments that enter into contracts. By their use as returns offices no new offices or employments are necessary. Persons outside the Government service seldom wish to see the contracts. Complete publicity will probably tend to diminish the present small demand, so that the service rendered to applicants in each auditor's office will not involve an increase of clerical force.

The present law relating to the returns office makes no exception, in the matter of publicity, between ordinary contracts and those which, in the public interest, it might be desirable to withhold from public inspection. When the head of an executive department, or independent establishment, attaches a written statement to the effect that it would be against the public interest to make public the contract or related papers to which the statement is attached, it should be the duty of all officers of the Government to except that contract and related papers from the rule allowing inspection.

The War, Navy, and Interior Departments believe that the requirements of section 3745, Revised Statutes, of an affidavit of the officer making a contract, throws upon the Government a large and unnecessary expense. The cost of the notary fees in the thousands of contracts is considerable. In our opinion a certificate to the same effect as the affidavit with the same penalty for making or presenting a false certificate would serve all purposes.

Although section 3744, Revised Statutes, requires all contracts of the three departments named to be reduced to writing and to be signed at the end thereof, this rigid requirement has been modified by special exceptions made by law, and by interpretation of the language used. Examples of recent legislation making exceptions to the law are the following:

ORDNANCE CONTRACTS.—Hereafter whenever contracts which are not to be performed within sixty days are made on behalf of the Government by the Chief of Ordnance, or by officers under him authorized to make them, and are in excess of five hundred dollars in amount, such contracts shall be reduced to writing and signed by the contracting parties with their names at the end thereof. In all other cases contracts shall be prepared under such regulations as may be prescribed by the Chief of Ordnance. (Act of Mar. 23, 1910, 36 Stat., 261.)

That the requirements of section thirty-seven hundred and forty-four of the Revised Statutes shall not apply to the lease of lands, or easements therein, or of buildings, rooms, wharves, or rights of wharfage or dockage, or to the hire of vessels, boats, and other floating craft, for use in connection with river and harbor improvements, where the period of any such lease or hire is not to exceed three months. (Act of June 25, 1910, 36 Stat., 676.)

Departments not covered by section 3744 may make oral contracts for large or small amounts. Contracts involving large amounts are often made orally. There should be uniformity in the operation of a

statute of frauds like section 3744, just as there should be uniformity in the matter of publicity of contracts.

The requirement that a contract shall be made in writing is, of course, to be distinguished from the requirement of section 3709, Revised Statutes, and similar laws, for publicity in the matter of invitations for bids and proposals. These latter laws also have been the subject of many exceptions and of interpretation as applied to the facts of particular cases.

The commission is of the opinion that section 3744, so far as it requires contracts to be reduced to writing and signed at the end thereof, should be extended to the contracts of all departments and establishments, with exceptions allowing a contract involving less than $1,000 to be made orally or by informal writing, and making the statute inapplicable in case of extraordinary emergency which may involve the loss of life or the destruction of Government property.

To carry out the recommendations herein made will require changes in the law. A draft of a bill to effect these changes is herewith transmitted.

Respectfully submitted.

F. A. CLEVELAND,
Chairman.
W. F. WILLOUGHBY.
W. W. WARWICK.
FRANK J. GOODNOW.
HARVEY S. CHASE.
M. O. CHANCE,
Secretary.

DRAFT OF BILL.

A BILL To provide for publicity of Government contracts.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.

SECTION 1. That section thirty-seven hundred and forty-four of the Revised Statutes be, and the same is hereby, amended to read as follows:

"SEC. 3744. It shall be the duty of the head of an executive department, and other establishment not under an executive department, and the officers or employees under him appointed or authorized to make contracts on behalf of the Government, to cause such contracts to be reduced to writing and signed by the contracting parties with their names at the end thereof: *Provided,* That the head of an executive department, or other establishment not under an executive department, may establish appropriate regulations and amend them from time to time, under which a contract involving an obligation of less than one thousand dollars in value, may be made by written proposal and acceptance, or orally, or in such form as may be prescribed: *Provided further,* That in a case of extraordinary emergency which may involve the loss of life, or the destruction of Government property, the head of department or establishment may by written order authorize the incurring of liabilities in excess of one thousand dollars without a written contract, and when it is impracticable to

issue such order in advance he may approve in writing the expenditure made."

SEC. 2. That section thirty-seven hundred and forty-five of the Revised Statutes be, and the same is, amended to read as follows:

"SEC. 3745. It shall be the duty of every officer or employee who signs a contract on behalf of the Government, involving more than one thousand dollars in value, to securely attach thereto all the bids, offers, and proposals made by persons to obtain the same, with a copy of any advertisement published, or request issued, inviting bids, offers, or proposals for the same, and his certificate in the following form: 'I certify that the contract hereto annexed is the original of a contract made by me personally with ———; that I made the same fairly without any benefit or advantage to myself, or allowing any such benefit or advantage corruptly to the said ———, or any other person; and that the papers accompanying include all those relating to the said contract, as required by law.' The contract with such papers attached shall be deposited within thirty days, as provided in section thirty-seven hundred and forty-three. A contract involving less than one thousand dollars, when legally made by written proposal and acceptance, shall be filed by attaching the proposal and a duplicate or certified copy of the acceptance to the first voucher in payment of the liability created; and when a contract is legally made by oral agreement only, a certificate that it was so made shall be included in or attached to the vouchers in payment."

SEC. 3. That section thirty-seven hundred and forty-six of the Revised Statutes be, and the same is, amended to read as follows:

"SEC. 3746. Every officer or employee who signs a certificate required by section thirty-seven hundred and forty-five, knowing the same to contain any false statement, shall be guilty of issuing a false certificate and shall be liable to the penalty prescribed in section one hundred and six of 'An act to codify, revise, and amend the penal laws of the United States,' approved March fourth, nineteen hundred and nine."

SEC. 4. That section thirty-seven hundred and forty-seven of the Revised Statutes be, and the same is, amended to read as follows:

"SEC. 3747. It shall be the duty of the head of each executive department, and other establishment not under an executive department, to furnish the officers and employees under him authorized to make contracts on behalf of the Government with instructions setting forth their duties, and with appropriate blank forms of contracts and of certificates to be attached thereto."

SEC. 5. That section thirty-seven hundred and forty-three of the Revised Statutes be, and the same is, amended to read as follows:

"SEC. 3743. All contracts to be made, by virtue of any law, and requiring the advance of money, or in any manner connected with the settlement of public accounts, shall be deposited promptly in the offices of the Auditors of the Treasury, according to the nature of the contracts: *Provided*, That this section shall not apply to the existing laws in regard to the contingent funds of Congress. It shall be the duty of the auditors to allow the inspection by any person of any contract and papers attached thereto deposited in their offices, except that no contract or papers attached thereto shall be open to such inspection if there shall be filed therewith a certificate of the head of the department or establishment under which the contract

is made that it would be contrary to the public interest to allow the same to be inspected. The auditors shall furnish certified copies of any contract or papers attached thereto deposited in their offices and open to public inspection, to any person paying for the same at the rate of five cents per hundred words, the moneys so received to be paid into the Treasury, and copies so certified shall be admitted in evidence equally with the originals thereof in all courts and before all officers in any place in or under the jurisdiction of the United States."

SEC. 6. The Secretary of the Interior shall maintain the Returns Office in his department, and keep the returns therein open to inspection as now provided by law, for two years after this act takes effect, and the returns clerk shall perform the duties now required by law in connection with returns filed therein. After two years from the date this act takes effect the duties now required of the returns clerk by sections five hundred and fourteen, five hundred and fifteen, and eight hundred and eighty-eight of the Revised Statutes, shall be performed by such clerks or employees as the Secretary of the Interior may designate.

SEC. 7. That sections five hundred and twelve, five hundred and thirteen, five hundred and fourteen, and five hundred and fifteen of the Revised Statutes be, and the same are hereby, repealed; but nothing in this act shall affect the right of persons furnishing materials and labor for the construction of public works to receive copies of contracts and bonds as provided in the act approved February twenty-fourth, nineteen hundred and five, nor to require contracts to be in writing which have been heretofore specifically excepted by law from the provisions of section thirty-seven hundred and forty-four.

SEC. 8. This act shall be in force on and after the first day of July, nineteen hundred and twelve.

EXHIBIT NO. 1 D.

WASHINGTON, D. C., *April 22, 1911.*

The PRESIDENT:

(Through the Commission on Economy and Efficiency.)

On April 4, 1911, the President's Commission on Economy and Efficiency submitted through the Secretary of the President to Capt. Gibbons, of the Department of the Navy, Solicitor McCabe, of the Department of Agriculture, and Mr. Tennant, Assistant Commissioner of Patents, the controversy between the several departments of the Government pertaining to section 3744 of the Revised Statutes, which provides for filing copies of contracts in a central returns office for the Departments of the Interior, War, and Navy, with directions to investigate the subject and to obtain such data as are necessary to make a complete report and recommendation.

In considering this inquiry the committee was asked to report upon:

1. Whether in your judgment section 3744 should be amended or repealed, and in considering this question to reach a conclusion as to:

2. Whether in your opinion there should be a central office in which the originals or copies of contracts should be on file and available to persons in or out of the service who may be interested in obtaining knowledge of contract relations.

3. Whether in your opinion it would be better not to have such a central office for the several departments, but to make such information accessible in a central office of each department or independent establishment as pertains to the business of the department or independent establishment.

4. Whether in your opinion it would be still more desirable not to have a central office for the Government as a whole, or a central office for each department, but instead to make contracts available in each of the several bureaus or divisions of the service in which the contracts originated.

5. Whether in your opinion it would be desirable to have such information available or accessible in the office of auditors for each of the several departments under the jurisdiction of the Treasury.

6. Whether in your opinion any different practice should be adopted for any particular department in the service, due to a different character of business or transactions.

The returns office of the Department of the Interior was established under the act of June 2, 1862 (12 Stat. L., 400), as amended by the act of July 17, 1862 (12 Stat. L., 600). These laws are now embodied in sections 512–515, 3744–3747 of the Revised Statutes, inclusive.

Section 512 provides for the establishment of a returns office in the Interior Department, in which shall be filed all returns of contracts made by the Secretaries of War, Navy, and Interior.

Section 513 provides that the clerk of the returns office shall file all the returns made to the office so that the same shall be made of easy access, keeping all the returns made by the same officer in the same place and numbering them in the order in which they are made.

Section 514 provides that the clerk of the returns office shall keep an index book with the names of the contracting parties and the number of each contract opposite the names, and shall submit the index book and the returns to any person desiring to inspect the same.

Section 515 authorizes the returns clerk to furnish copies of the returns to any person paying therefor at the rate of 5 cents per hundred words, and also to certify the same.

Section 3744 prescribes that each contract made by the Secretaries of War, Navy, and Interior, or by the officers under them appointed to make such contracts, shall be reduced to writing and signed by the contracting parties, with their names at the end thereof, and that a copy of said contract shall be, together with all bids, offers, and proposals, and any advertisement inviting bids, offers, or proposals, filed in the returns office of the Department of the Interior as soon after the contract is made as possible and within 30 days; that all copies and papers in connection with such contracts shall be attached together by ribbons and seals and marked by numbers in regular order.

Section 3745 prescribes the form of the oath of disinterestedness which the officer making the contract shall execute and affix to his return.

Section 3746 provides a penalty for omitting to make a proper return.

Section 3747 provides that the Secretaries of War, Navy, and Interior shall furnish to officers appointed by them, with authority to make contracts, printed letters of instruction, forms of contracts, and the affidavits of returns, so that all instruments may be as nearly uniform as possible.

The legislation creating the Returns Office resulted from conditions arising during the early part of the Civil War. It appears that because of newspaper agitation asserting that contractors for war

material were defrauding the Government, in July, 1861, a committee was appointed by the House of Representatives to make an investigation of the matter. From the report of that committee, which was submitted in December, 1861, it appeared that innumerable frauds had been perpetrated in connection with the letting of Government contracts. This led to the enactment of the law providing for the Returns Office, which was subsequently embodied in the Revised Statutes. It is significant that this law included only the War, Navy, and Interior Departments, although it seems quite, likely that the other departments were more or less concerned in the making of contracts relating to the war, and it may be reasonably inferred that suspicion did not attach to them or they would undoubtedly have been placed under the same law at that time.

The office of the returns clerk has been maintained constantly since the passage of the above legislation, the contracts filed therein comprising all contracts and licenses made by the Government, including water rights granted by the Reclamation Service. (See the opinion of the Attorney General rendered Nov. 8, 1909, 28 Attorney General Reports, 66, advance sheets.)

The following is a statement of the business methods and advantages of the Returns Office, furnished by the returns clerk on April 20, 1911, which is so concise that it is embodied herein in toto:

Number of contracts filed in Returns Office for each of the past five years.

	War.	Navy.	Interior.	Examined by outside parties.
1906	8,000	13,177	2,377	(1)
1907	7,950	8,653	2,939	157
1908	8,105	4,809	4,246	487
1909	7,997	4,406	5,782	1,476
1910	7,974	4,584	2,034	1,529
Total	40,026	35,629	17,378	3,649
Average	8,005	7,126	3,476	912
Grand total for five years			93,033	
General average per annum			18,600	

[1] Not accessible.

Certified copies are required by law to be charged for at the rate of 5 cents per 100 words copied. Since January 1, 1906, there have been 2,530,000 words of certified copied matter, amounting to $1,265. It is proper to add that the greater portion of this class of information is taken by the public in the form of notes, so that the certified copies, as a rule, are ordered for court purposes only.

The amount of space occupied by contracts since 1862 is approximately 5,000 cubic feet, exclusive of aisles. At the present time it requires about 500 cubic feet annually, which is usually divided in the following proportion:

	Cubic feet.
War Department	250
Navy Department	175
Interior Department	75

The flat filing system has a maximum capacity of 8½ by 14 inches, and the index is kept on 3 by 5 inch cards, decimal system. This system is so arranged that the contracts of each department are filed together, those of each bureau of the department together, and those of each officer together. This is in strict accordance with sections 513 and 514, United States Revised Statutes. This method of filing saves approximately one-half the cards used in indexing, there being 1 card for each contract,

indexed by contractors' names, and but 1 card per annum for an officer, even though he files 1,000 contracts. This makes the double index required by law on 1,000 contracts made by one officer, by using only 1,001 cards, which is a saving of practically one-half on carding.

The advantages are: A safeguard against a recurrence of such enormous frauds as were perpetrated during the Civil War. This is clearly shown by the freedom from criticism in these three departments since the enactment of the Returns Office law. This protects the Government against dishonest officers and protects the honest officers against unjust criticism. It furnishes a place where any interested person has a legal right to examine any contract or proposal made to either of the three departments concerned in exactly the same manner as any one would be permitted to inspect and examine the recording of deeds, etc. These contracts are of a public nature, and the right of inspection should continue to be provided for by law.

The clerical amount of time consumed is the entire time of one person and about one-half the time of but one assistant. The cost of maintenance is about $2,500 per annum in salaries, which is such a reasonable sum for safeguarding and throwing open to public inspection the entire contract relations of the three departments concerned as to suggest the advisability of extending the same protection to all branches of the Government.

In February, 1906, the Secretary of the Navy transmitted to the Secretary of the Interior a letter from the Paymaster General of the Navy, suggesting the repeal of the law establishing the Returns Office, upon the ground that the keeping of records and files of advertisements, bids, proposals, contracts, etc., had been so improved since the passage of the act creating the Returns Office, and it having been the custom of that bureau to furnish copies of all contracts to interested persons upon application, that there appeared to be no reason for applying to the Returns Office of the Department of the Interior for such information as could be obtained from the bureau making the contract; and, further, that the oath of disinterestedness causes the useless expenditure of a large amount of money, the fee for such execution being 50 cents for each contract.

On March 24, 1906, the Secretary of the Interior replied to the letter from the Secretary of the Navy, stating that he was unable to concur with the views of the Paymaster General, and suggested that the Returns Office should not be abolished, but should be extended to include all the departments in such a manner as to make a uniform returns system. The grounds given by the Secretary of the Interior were mainly that:

First. The granting of permission to private parties to examine contracts does not depend upon the volition of any officer or bureau, but is required by law under penalty for noncompliance, thus affording protection through publicity.

Second. That the contract papers are placed beyond the power of the contracting officers to manipulate or alter, and a heavy penalty is imposed for the omission to file such contract papers.

The Secretary of the Interior agreed with the officials of the Navy Department that the oath of disinterestedness involved an unnecessary expense and that it would be desirable to obtain legislation providing that such oaths should be administered by certain designated officers of the United States, and prohibiting such officers from receiving fees therefor. It may be stated in this connection that on January 5, 1905, the President issued an Executive order prohibiting notarial charges by notaries who are Government employees for performing any notarial act for an officer of the Government in his official capacity, but on March 27, 1905, the Chief of the Patents and

Miscellaneous Division submitted to the Secretary of the Interior for his approval and for reference to the President a memorandum suggesting amendment of the Executive order so as to make it inapplicable to oaths of disinterestedness or other oaths required to be made by law, provided the work in connection therewith be not performed during office hours. The then Assistant Attorney General for the Interior (Mr. Campbell), to whom the memorandum was referred, concurred in the view of the Chief of the Patents and Miscellaneous Division that the Executive order should be amended as stated, and it was so amended by the Executive order dated March 31, 1905. After further amendment and at present the order reads as follows:

It is hereby ordered that hereafter no officer, clerk, or employee in the executive service of the Government (except postmasters at offices of the fourth class and rural carriers) who is also a notary public, shall charge or receive any compensation whatever for performing any notarial act for an officer, clerk, or employee of the Government in his official capacity, or for any person when, in the case of such person, the act is performed during the hours of such notary's service to the Government. Disobedience of this order shall be ground for immediate dismissal from the service.

This order shall not apply to oaths of disinterestedness or other oaths required to be made by law, provided that the work in connection therewith is not performed during office hours.

For the purposes of this order the expression "office hours" shall be construed to include the half hour allowed each working day for luncheon.

No further action appears to have been taken toward revising the returns system until in 1908, when the Secretary of the Navy recommended to Congress that section 3744 of the Revised Statutes be so amended as to permit the Navy Department to withhold confidential plans and specifications from the files of the Returns Office, the object being to maintain the plans, specifications, and data relating to contracts for the construction of naval vessels and equipment in secrecy and thus prevent the secret agents of foreign powers from obtaining copies of the plans and specifications of this character.

On April 6, 1908, a bill was introduced in Congress (S. 5616), which having been favorably reported by the Senate Committee on Naval Affairs was passed by the Senate on April 15, 1908. It failed, however, to become a law.

During 1908 a committee on regulations of the Department of the Interior investigated the returns system and at a meeting held November 3, 1908, recommended to the Secretary of the Interior that legislation be secured:

First. To provide for the repeal of the requirement for filing copies of contracts and original proposals in the Returns Office.

Second. For the permanent retention of all proposals in the administrative office negotiating the contracts.

Third. For the provision of facilities for publicity of such proposals in the administrative offices and of the contracts in the auditors' offices.

Fourth. For the abolition of the Returns Office and the distribution of all records contained therein to the several departments concerned in making the contracts; and

Fifth. That such proposed legislation be referred to the Special Committee on Government Contracts, which had at that time been appointed by the President.

The Special Committee on Government Contracts, in a report to the President, dated January 19, 1909, approved the recommendation of the Committee on Regulations of the Department of the Interior and suggested a form of bill amending section 3744 and repealing sections 512–515 and 3745 and 3746. In the report of that committee it was pointed out that although many thousands of contracts were filed in the Returns Office, the number of inquiries made in regard to them each year was a small percentage of the number handled.

It was further stated that:

The requirement of section 3743, Revised Statutes, as amended by the act of July 31, 1894, that the original contract shall be filed with the proper auditor of the Treasury Department and the publicity generally maintained in the several offices and bureaus of the three departments named fully accomplish the purpose for which the returns office was created, while the making of the necessary copies and the execution of the required oaths of disinterestedness sent to the Returns Office involve the three departments in large and useless expenditures.

It is not proposed to do away with publicity in connection with Government contracts, but rather to extend the requirements therefor in a thoroughly effective manner to all the executive departments and establishments of the Government not under an executive department.

* * * * * * *

It appears that the heads of the various departments concerned in this matter are convinced that the present system does not secure the publicity intended; that it involves large expense which is entirely useless, and that the desired results can be accomplished more economically in time and money by abolishing the Returns Office and by requiring certain procedure which does not differ materially from the present practice of most of the administrative offices.

During the year 1908 the Secretary of the Navy also submitted to the Secretary of the Interior a draft of the bill amending section 3744 in substantially the manner suggested by the Special Committee on Government Contracts. This bill received the approval of Secretary of the Interior Garfield. Subsequently, a similar bill was submitted to Secretary of the Interior Ballinger, who, while approving the substance of the measure, suggested certain changes in form. In each of these bills the oath of disinterestedness is omitted and a certificate is substituted therefor which embodies the substance of the oath of disinterestedness now prescribed by section 3745 of the Revised Statutes. It is provided that this certificate shall accompany the contract when returned to the proper officer having charge of the depository for such contracts, and that in event of failure or neglect to transmit the required papers within a specified time, unless prevented by unavoidable causes not within his control, the officer shall be considered guilty of misdemeanor and shall be fined not more than $500, and, further, that every officer who shall make a false or fraudulent certificate shall be subject to the penalty provided by section 5438 of the Revised Statutes.

The recent correspondence from the Attorney General, Secretary of Agriculture, and Postmaster General, which has been placed in the hands of the present committee, indicates that none of these officials is of the opinion that the establishment of a single central return office would be beneficial to his department.

Inquiry at the several departments, as well as at the Returns Office, indicates that persons desiring to have access to contracts apply to the departmental or bureau officer with whom the contract is made.

Modern business methods in the War and Navy Departments have introduced improved systems of keeping records and files, access to which is so easy that publicity as a preventive of fraud in contracts for war material can readily be obtained without depositing a copy of all contracts in an office maintained by another executive department.

Original contracts involving the expenditure of public money are deposited in the Treasury Department. Copies of the same, together with all bids, proposals, advertisements, etc., should be retained by the department in which they originate. It is now the custom of the departments to supply applicants with copies of contracts in which they are interested, or detailed information connected therewith. Many of these contracts are on printed forms, but where there is much clerical work in making copies, the cost of this work should be borne by the applicant.

In the case of confidential plans and specifications, such as for example might be included in a contract for fortifications made by the War Department or one for battleships made by the Navy Department, provision should be made giving the head of an executive department authority to withhold information concerning such contracts under a general provision that the publishing thereof would be contrary to the public interest.

In view of the foregoing, this committee respectfully submits the following recommendations:

1. That legislation be enacted which will abolish the Returns Office in the Department of the Interior; this, it is submitted, is necessary in view of the fact that the special conditions which required the establishment of that office have long since passed away and its further retention imposes a burden upon the administration of the business of the Departments of War, Navy, and Interior, without any corresponding advantage.

2. That in lieu of the General Returns Office created by sections 512, 513, 514, and 515 of the Revised Statutes there be established in each executive department and independent Government establishment not under the control of an executive department a Returns Office whose functions on behalf of such department or establishment will, in general, be similar to those now performed by the existing Returns Office for the Departments of War, Navy, and Interior.

3. That each Returns Office shall be conducted under the direct supervision of the head of the executive department or independent establishment in which it is located; that, with the exceptions hereinafter suggested, copies of all contracts, together with related papers, entered into by the department or independent establishment, and required to be reduced to writing, shall be filed in the Returns Office of the department or independent establishment; that instead of the oath required by section 3745 of the Revised Statutes, the officer transmitting the contract to the Returns Office be required to attach thereto a certificate to the same effect as the oath, which, in our opinion, would serve the same purpose. The work of administering oaths in this connection is burdensome to a degree upon notaries public in the Departments of War, Navy, and Interior, as is shown by the fact that during the past three years the

Navy Department alone has filed in the Returns Office certified copies of nearly 19,000 contracts; of course, if the requirement of the oath be extended to all contracts in connection with the creation of a Returns Office in each department or independent establishment the time consumed in administering oaths would be materially increased.

4. That the head of each department or independent establishment be authorized to withhold from filing in the Returns Office, or to refuse to deliver copies of any contract, the provisions of which, in his judgment, it would be against public policy to divulge. In our opinion, a lack of such a provision is a serious defect in existing law. Express provision in this legislation should be made to protect the right of subcontractors and material men to be furnished with certified copies of agreements of their defaulting contractors, conferred by the act of Congress approved February 24, 1905 (33 Stats., 812); this statute provides that subcontractors and material men, and such persons only, shall have a right of action upon the certified copy of such contracts; it is not deemed advisable to authorize an administrative officer to impair a right of action which Congress has expressly conferred by enabling him to withhold the instrument upon which such right of action is to be enforced.

5. That it be made the duty of the head of each of the executive departments and independent establishments to require all contracts made by them or under their direction, on behalf of the United States, to be reduced to writing, except those for services, supplies, or equipment needed in an extraordinary emergency, such as—in the case of the Department of Agriculture—services, supplies, and equipment required in fighting forest fires, or in eradicating a contagious disease of live stock, such as the outbreak of foot-and-mouth disease in the northeastern part of the United States in the fall and winter of 1908.

6. Sections 512, 513, 514, and 515, and 3744, 3745, and 3747 of the Revised Statutes, should be repealed by an act embodying the foregoing recommendations. Section 3746 of the Revised Statutes will also have to be repealed, since that section provides a penalty for any officer who fails to make a return to the office created by sections 512, 513, 514, and 515, supra.

The papers transmitted to this committee are returned herewith.

Respectfully submitted.

J. H. Gibbons.
Geo. P. McCabe.
Frederick A. Tennant.

Exhibit No. 2 D.

Washington, D. C., *January 18, 1909.*

The President:

The Special Committee on Government Contracts appointed by you expects within a short time to submit a report of the result of its labors with its recommendations.

In its examination of the numerous contract forms in use in the several departments, etc., consideration was necessarily given to departmental regulations, and special statutory provisions affecting the execution of contracts and bonds. In this way the attention of

the committee was drawn to the requirements of certain sections of the Revised Statutes relating to the filing of copies of contracts and accompanying papers in the Returns Office.

Although the subject is one not specially referred to the committee, it is so closely related to the matters in hand that it was proposed by the committee to include some suggestions in its report respecting the Returns Office. An independent investigation of the subject recently undertaken by a committee of the Department of the Interior, whose recommendations have been approved and referred to this committee by the Secretary of the Interior for consideration, leads us to bring this matter to your attention in a preliminary report, so that if you deem it expedient proper steps may be taken during the present session of the Congress to secure the necessary legislative action.

The provisions of law regarding the Returns Office require that a copy of every contract executed by the Secretary of War, the Secretary of the Navy, and the Secretary of the Interior or the officers of said departments, shall be filed in the Returns Office of the Department of the Interior, together with all bids, offers, and proposals, and also copy of any advertisements which may have been published inviting such bids.

This legislation resulted from conditions arising after the opening of the Civil War and was adopted in pursuance of a recommendation of a committee of the House of Representatives, being the acts of June 2, 1862 (12 Stat., 411), and July 17, 1862 (12 Stat., 600), now sections 512–515 and 3744–3747 of the Revised Statutes.

The purpose of these acts was to secure such publicity in connection with all contracts made by these three departments as to prevent possible fraud.

The experience of more than 40 years since the passage of these acts has shown that the publicity proposed to be provided in this manner has not been effective.

Many thousands of contracts are filed annually in the Returns Office, and the number of inquiries made in regard to them each year is an insignificant percentage of the number of contracts filed annually. A statement of the business transacted by the Returns Office during the calendar years of 1907 and 1908 is transmitted herewith. (Exhibit A.) From this it appears that during this period of two years 35,164 contracts were received. There are doubtless hundreds of thousands of contracts on file, and yet during the period referred to only 303 contracts were examined by outside parties and only 103 certified copies made.

In many of the offices of the three departments named, under existing practice the material papers connected with the making of the contract are open to inspection by all interested parties.

The requirement of section 3743, Revised Statutes, as amended by the act of July 31, 1894, that the original contract shall be filed with the proper Auditor of the Treasury Department and the publicity generally maintained in the several offices and bureaus of the three departments named fully accomplish the purpose for which the Returns Office was created, while the making of the necessary copies and the execution of the required oaths of disinterestedness sent to the Returns Office involve the three departments in large and useless expenditures.

It is not proposed to do away with publicity in connection with Government contracts, but rather to extend the requirements therefor in a thoroughly effective manner to all the executive departments and establishments of the Government not under an executive department.

The advisability of modifying or repealing the requirements relating to the Returns Office was fully discussed in a letter of the Paymaster General of the Navy to the Secretary of the Navy under date of November 6, 1905, copy herewith (Exhibit B), and in a further communication of January 31, 1906 (Exhibit C).

On February 6, 1906, this correspondence was transmitted to the Secretary of War, and the Assistant Secretary on February 9, 1906, concurred in the views of the Paymaster General of the Navy. (Exhibit D.)

On March 24, 1906, in a letter from the Acting Secretary of the Interior to the Secretary of the Navy, the recommendations of the Paymaster General of the Navy were discussed, but were not concurred in. (Exhibit E.)

The report of the committee of the Department of the Interior hereinbefore referred to, recommending that the Returns Office be abolished and that other provisions be made to secure proper publicity of Government contracts, approved by the Secretary of the Interior, is also transmitted herewith. (Exhibit F.)

A review of this correspondence shows that the publicity desired can be secured in a manner much more convenient in connection with the transaction of public business and at far less expense. The Navy Department transmitted to the Returns Office during the fiscal year ending June 30, 1905, 7,775 contracts. The cost of making copies of the contracts and preparing the necessary papers is very great, but there is no means of accurately estimating it. Each return must be accompanied by an oath of disinterestedness signed by the officer executing the contract, the fees for these affidavits being usually 50 cents, so that on this basis the cost for the Navy Department contracts alone would be about $4,000 annually, and this represents but a small part of the expense for that department, as it does not include the cost of the clerical work, which is in itself a very considerable item.

It appears that the heads of the various departments concerned in this matter are convinced that the present system does not secure the publicity intended; that it involves large expense which is entirely useless; and that the desired results can be accomplished more economically in time and money by abolishing the Returns Office and by requiring certain procedure which does not differ materially from the present practice of most of the administrative offices.

In view of the foregoing, all the members of this committee, except Mr. W. W. Warwick, who is now on duty in the Isthmus of Panama and who has not participated in the preparation of this report, join in recommending the enactment of a law substantially as follows:

A BILL To provide for publicity in the making of Government contracts.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section thirty-seven hundred and forty-four of the Revised Statutes be, and the same is hereby, amended to read as follows:

"SEC. 3744. It shall be the duty of the head of every executive department or other establishment not under any of the executive departments or of their officers under them appointed or authorized to make contract on behalf of the Government to cause such contract to be reduced to writing and signed by the contracting parties with their names at the end thereof whenever the obligation to be assumed is

the sum of two thousand dollars or more. A copy of such contract, together with the originals of all advertisements, bids, offers, and proposals made to obtain the same, shall be filed and kept open for inspection in the bureau or office of the executive department or other establishment not under any of the executive departments having supervision of the business to which the contract relates. The head of each executive department or other establishment shall make rules and regulations to govern the filing and inspection of the papers herein referred to: *Provided*, That the requirments of filing, inspection, and furnishing copies shall not apply to any contract which, in the opinion of the head of the department or other establishment, is of such a nature that the publishing thereof would be contrary to the public interest."

SEC. 2. That the Secretary of the Interior shall, upon the request of the Secretary of War or the Secretary of the Navy, respectively transmit to the department of which the secretary making the request is the head all returns made in connection with contracts which have not been fully performed; such returns when received shall be filed and kept open for inspection in the same manner as returns under other contracts provided for in section three hereof.

SEC. 3. That it shall be the duty of every officer who signs a contract on behalf of the Government to transmit within sixty days after the signing thereof to the bureau or office designated in section one of this act as the depository of such contract, all papers required by said section to be filed and kept open for inspection, and he shall certify that the same includes a true copy of the contract and all the original papers in relation to the making of the contract not required by law to be filed with the auditor. A certified copy of the papers and certificate so transmitted shall be furnished to any person paying therefor at the rate of five cents for every hundred words or fraction thereof.

SEC. 4. Every officer who makes any such contract and fails or neglects to transmit the required papers within the time specified in section three, unless prevented by unavoidable accident or causes not within his control, shall be deemed guilty of a misdemeanor and shall be fined not more than five hundred dollars; and every officer who shall knowingly make a false or fraudulent certificate as to the papers or copies required to be made by him under this act shall be liable to the pains and penalties provided in section fifty-four hundred and thirty-eight of the Revised Statutes.

SEC. 5. A copy of the papers transmitted and of the certificate made under the provisions of this act, when authenticated by the seal of the department, or in the usual manner of authenticating copies of papers by any other establishment not under an executive department, shall be evidence in any prosecution against any officer for a violation of the provisions of this act.

SEC. 6. That sections five hundred and twelve, five hundred and thirteen, five hundred and fourteen, five hundred and fifteen, thirty-seven hundred and forty-five, thirty-seven hundred and forty-six, and thirty-seven hundred and forty-seven of the Revised Statutes be, and the same are hereby, repealed.

Respectfully,

JAS. A. WETMORE,
Chairman of Committee,
Chief of Law and Records Division,
Supervising Architect's Office.

B. F. HARRAH,
Chief Law Clerk, Office Comptroller of the Treasury.

J. S. CARPENTER,
Pay Inspector, United States Navy,
Assistant to the Bureau of Supplies and Accounts,
Navy Department.

MORRIS BIEN,
Supervising Engineer, Reclamation Service,
Department of the Interior.

EXHIBIT A.

RETURNS OFFICE.

JANUARY 14, 1909.

The following report shows the receipt and disposition of work on hand January 1, 1907, and that received during the years 1907 and 1908:

Number contracts on file Jan. 1, 1907:	
Not examined or acknowledged	20,476
Not recorded	23,911
Work performed during 1907:	
Contracts received	18,004
Contracts examined and acknowledged	38,480
Contracts recorded	41,915
Contracts returned for correction	892
Contracts withdrawn	118
Contracts examined by outside parties	54
Contracts certified	36
Letters written	4,219
Work performed during 1908:	
Contracts received and acknowledged	17,160
Contracts carded	11,520
Contracts on file not carded	5,640
Contracts returned for correction	291
Contracts withdrawn	274
Contracts examined by outside parties	249
Contracts certified	67
Letters written	3,291

Very respectfully,

JOHN W. WATSON,
Returns Clerk.

EXHIBIT B.

NAVY DEPARTMENT,
BUREAU OF SUPPLIES AND ACCOUNTS,
Washington, D. C., November 6, 1905.

SIR: In connection with my annual report on the operations of the Bureau of Supplies and Accounts for the year ended June 30, 1905, I desire to bring to your particular attention the provisions of the second paragraph of section 429, Revised Statutes, which reads as follows:

"A statement of all offers for contracts for supplies and services made during the preceding year, by classes, indicating such as have been accepted."

This requirement of an itemized statement concerning contracts and bidders did not entail a great deal of additional and unnecessary printing at the time of the passage of the act, or soon thereafter. But the act was passed many years ago, before the business of the Navy Department had assumed anything like its present proportions, and, to show how greatly this additional printing has grown in the recent past, it is only necessary to state that, although the text and all the tabulated statements contained in the annual report for 1905 cover but 42 printed pages, the full report as printed will cover 404 pages, these additional 362 pages being devoted exclusively to the list of contracts and bidders required by the section quoted above.

Another purely unnecessary and out-of-date provision of the law in regard to contracts is found in section 3744, Revised Statutes, which requires that:

"A copy of which shall be filed by the officer making and signing the contract in the Returns Office of the Department of the Interior, as soon after the contract is made as possible, and within 30 days, and with all bids, offers, and proposals to him, made by persons to obtain same, and with a copy of any advertisements he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to each contract shall be attached by a ribbon and seal, and marked by numbers in regular order, according to the number of papers composing the whole return."

The date of the passage of this act was June 2, 1862; and, if I am correctly informed, it was the intention at that time to make the Returns Office of the Department of the

Interior the regular depository for all such official papers. The business of the executive branches of the Government, however, has grown so much since that time, and the keeping of the records and files has been so improved, that the requirements of section 3744, Revised Statutes, has long since become an anachronism—though, unfortunately, the rigidity of its terms has been in no wise relaxed.

It is respectfully requested that the department give consideration to these matters, and that, if deemed proper, the Congress be urged to remove from the statute books both of these objectionable and useless sections.

Respectfully,

H. T. B. HARRIS,
Paymaster General, United States Navy.

The SECRETARY OF THE NAVY,
Navy Department, Washington, D. C.

EXHIBIT C.

NAVY DEPARTMENT,
BUREAU OF SUPPLIES AND ACCOUNTS,
Washington, D. C., January 31, 1906.

SIR: I desire to invite your attention to my letter No. 40174 of November 6, 1905, wherein I recommended the removal from the statute books of that part of section 3744, Revised Statutes, which requires that a copy of each contract shall be filed in the Returns Office of the Department of the Interior, and to further point out at this time the total uselessness of the statute in question.

As I previously stated, this act was passed June 2, 1862, with the probable intention of making the Returns Office the regular public repository for all such official papers. It was also intended that these contracts should be filed so as to be easy of access to any person desiring to inspect the same, and who could, by paying a fee of 5 cents per every 100 words, obtain a certified copy thereof.

The keeping of the records and files of proposals, contracts, etc., has so improved since the passage of this act, that it has been the custom of this bureau for several years to furnish, without cost, to any party applying for the same, either in writing or in person, complete copies of all contracts in which he might be interested or detailed information in connection therewith. There is absolutely no reason, therefore, for any person applying to the Returns Office of the Department of the Interior for this information, when it can be obtained upon the application to this bureau.

The business of the Navy Department has grown, and is growing, to such enormous proportions that the actual cost to the department alone of making these copies of contracts for the Returns Office is now a large item of expense. To each copy of contract there must be affixed the affidavits prescribed by section 3745, Revised Statutes, which cost 50 cents each; and as there were 4,569 copies prepared during the fiscal year ending June 30, 1905, the affidavits cost $2,284.50, to which should be added the pay for clerical work involved in making these copies, preparing the necessary papers, etc., whereas the clerks so employed are urgently needed on other more important work. The purchasing pay officers stationed near each of the navy yards throughout the country must also furnish to the Returns Office copies of all contracts entered into by them, so that it would be safe to say that this liability to the Navy Department alone, for the continuance of this purely unnecessary practice, approximates something like $8,000 per annum.

In the interests of good administration and business economy, I can not, therefore, too strongly urge the repeal of the following portion of section 3744, Revised Statutes:

"A copy of which shall be filed by the officer making and signing the contract in the Returns Office of the Department of the Interior, as soon after the contract is made as possible, and within 30 days, together with all bids, offers, and proposals made to him by persons to obtain the same, and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to each contract shall be attached together by a ribbon and seal and marked by numbers in regular order, according to the number of papers composing the whole return."

Should the foregoing requirement be abolished, the repeal of sections 3745 and 3746, Revised Statutes, would follow as a matter of course.

Respectfully,

H. T. B. HARRIS,
Paymaster General, United States Navy.

The SECRETARY OF THE NAVY.

EXHIBIT D.

WAR DEPARTMENT,
Washington, D. C., February 9, 1906.

SIR: Replying to your letter of the 6th instant, inclosing a communication from the Paymaster General of the Navy concerning the repeal of so much of section 3744, Revised Statutes, as requires a copy of each contract to be filed in the Returns Office of the Interior Department, I have the honor to quote for your information an extract from the report of this department submitted to the Keep Commission on October 23, 1905, dealing with the repealing of this provision of law as follows:

"In paragraph 559 of the Regulations for the Army, approved by the President, it is provided as follows:

"'All contracts will be executed in triplicate. One number is for the Auditor for the War Department, one for the head of the bureau to which the contract pertains, and one for the contractor. Two copies will be made, one for the contracting officer and the other for the Returns Office of the Department of the Interior.'

"Section 3744, enacted in 1862, enjoins upon the Secretary of War, the Secretary of the Navy, and the Secretary of the Interior the duty of filing a copy of every contract executed by them in the Returns Office of the Department of the Interior within 30 days after the contract is made, together with the bids and copies of any advertisement therefor. As all of the material papers to a contract are necessarily filed with the Auditor for the War Department in connection with auditing of vouchers that are paid under the contract, a practically complete return of the whole transaction is thus lodged in an independent Government office. This seems substantially to answer the purpose of the law, and with a view to reducing the paper work of the Army the question has been raised whether there is any real necessity for filing these copies and papers in the Returns Office of the Interior Department, and whether some amendment of the law in this particular might not be in the interests of the public service, particularly if an official gazette should be established, in which all matters relating to Government contracts would receive fullest publicity."

This department is heartily in accord with your views as to economic advantage in repealing this law, which, as far as it has been able to determine, subserves no necessary purpose in the governmental administration. I shall therefore be glad to cooperate with you in any steps which you may suggest to that end. It might be well, however, before the respective departments concerned present the matter to Congress, to confer with the chairman of Keep Commission, in order to see if the commission has come to any conclusion regarding its action upon the department's recommendation as above set forth.

Respectfully,

R. S. OLIVER,
Assistant Secretary of War.

The SECRETARY OF THE NAVY.

EXHIBIT E.

DEPARTMENT OF THE INTERIOR,
Washington, March 24, 1906.

The SECRETARY OF THE NAVY.

SIR: Your letter of the 6th ultimo has been received, transmitting copy of a letter from the Paymaster General of the Navy suggesting the repeal of so much of section 3744 of the Revised Statutes as requires the filing of every contract made by the Secretary of War, the Secretary of the Navy, or the Secretary of the Interior, or any officer under their jurisdiction in the Returns Office of the Interior Department, together with all bids or proposals, advertisements, etc., relating to the same, and also suggesting the repeal of section 3745 requiring such officers to affix to such returns of contracts an oath of disinterestedness in the form prescribed by said section, also of section 3746, providing a penalty for the neglect to make such return or oath. Prior to taking action on the recommendation of the Paymaster General you request an expression of the views of this department relative to the proposed change of law.

The section in question reads as follows:

"SEC. 3744. It shall be the duty of the Secretary of War, of the Secretary of the Navy, and of the Secretary of the Interior to cause and require every contract made by them severally on behalf of the Government or by other officers under them appointed to make such contracts to be reduced to writing and signed by the contracting parties with their names at the ends thereof, a copy of which shall be filed by the officer making and signing the contract in the Returns Office of the Department of the Interior as soon after the contract is made as possible and within thirty days, together

with all bids, offers, and proposals to him made by persons to obtain the same and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to each contract shall be attached together by a ribbon and seal and marked by numbers in regular order, according to the number of papers composing the whole return.

"SEC. 3745. It shall be the further duty of the officer before making his return, according to the preceding section, to affix to the same his affidavit in the following form, sworn to before some magistrate having authority to administer oaths: 'I do solemnly swear (or affirm) that the copy of contract hereto annexed is an exact copy of the contract made by me personally with * * *; that I made the same fairly, without any benefit or advantage to myself or allowing any such benefit or advantage corruptly to the said * * * or any other person; and that the papers accompanying include all those relating to the said contract, as required by the statute in such case made and provided.'

"SEC. 3746. Every officer who makes any contract and fails or neglects to make return of the same according to the provisions of the two preceding sections, unless from unavoidable accident or causes not within his control, shall be deemed guilty of a misdemeanor and shall be fined not less than one hundred dollars nor more than five hundred and imprisoned not more than six months."

The suggestion of the Paymaster General of the Navy contemplates the repeal in their entirety of sections 3745 and 3746, but it proposes to leave in force the first part of section 3744, which requires contracts to be reduced to writing and signed by the contracting parties and to repeal only the remainder of the section, beginning with the words "a copy of which shall be filed * * * in the Returns Office," etc. In other words, so much of the section as operates purely as a statute of fraud is to remain in force, while the part requiring the public record of the facts relative to contracts is to be repealed.

It will thus be seen that suggestion has in view the amendment of the law so as to permit of the abandonment of two practices which are not dependent necessarily one upon the other, although both are steps in a proceeding looking to the protection of the Government against frauds in connection with public contracts—first, the filing of all contracts, proposals, and advertisements in the Returns Office and, second, the attaching to such contracts of an oath of disinterestedness.

In response to your letter, I have the honor to inform you that, after careful consideration, the department is unable to regard as expedient any change in the law which would permit the abandonment of either of the steps indicated, though it seems not unlikely that some of the evils complained of by the Paymaster General may be done away with by an amendment such as will hereinafter be referred to. Perhaps some of the reasons upon which the conclusion of the department is based will appear from a brief examination of other laws upon the same general subject; a recital of some of the circumstances which led to the enactment of the legislation in question; and a reference to other considerations, more general in their nature, and hence more applicable to the present time.

In connection with the foregoing sections, consideration should be given to sections 512–515 of the Revised Statutes relative to the Returns Office. Section 512 requires the Secretary of the Interior to establish a Returns Office. Sections 513–515 are as follows:

"SEC. 513. The clerk of the Returns Office shall file all returns made to the office, so that the same may be of easy access, keeping all returns made by the same officer in the same place, and numbering them in the order in which they are made.

"SEC. 514. The clerk of the Returns Office shall provide and keep an index book, with the names of the contracting parties, and the numbers of each contract opposite to the names, and shall submit the index book and returns to any person desiring to inspect it.

"SEC. 515. The clerk of the Returns Office shall furnish copies of such returns to any person paying therefor, at the rate of five cents for every one hundred words, to which copies certificates shall be appended in every case by the clerk making the same, attesting their correctness, and that each copy so certified is a full and complete copy of the return."

These sections furnish the key to the objects and purposes of the sections whose repeal is suggested, which were that the public should have the right to examine and to receive copies of all papers bearing upon public contracts made by departments hereinbefore named.

The sections last quoted as well as those proposed to be repealed were originally contained in the act of Congress approved June 2, 1862, entitled: "An act to prevent and punish frauds on the part of officers intrusted with making of contracts for the Government." (12 Stat., 411.)

The act referred to appears to have been the result of the following circumstances: In the spring of 1861, soon after the beginning of the War of the Rebellion, there were numerous reports in the public press of frauds in the making of contracts for supplies of all kinds for the Army, and on July 8-10, 1861, the House of Representatives appointed a committee to summon witnesses, take testimony, etc. The committee proceeded to different parts of the United States, examined a large number of witnesses, and in December, 1861, submitted their reports with a copy of the testimony taken. The reports and testimony (House reports of committees, 37th Cong., 2d sess., vol. 1-2), covering nearly 3,000 printed pages, show that there had been innumerable frauds in the purchase of supplies for the Army, embracing arms and accouterments, food, clothing, shoes, horses, and equipments, and even in the charter of Government transports, and the letting of contracts for the transportation of troops by rail—in short, that every variety of business transaction which the Government found it necessary to make in order to conduct the operations of the war was deeply tainted with fraud. The report also showed an utter lack of moral or legal responsibility, on the part of a number of the contracting officers, and a readiness on the part of the contractors to take advantage of this circumstance.

In the meantime, and on July 23, 1861, the Senate Committee on the Judiciary had reported a bill "to prevent and punish fraud on the part of officers intrusted with the making of contracts for the Government," which was substantially in the form of the act of 1862, supra, subsequently remodeled into the sections of the Revised Statutes now proposed to be repealed. (Cong. Globe, vol. 128, pp. 226, 276, 352, 369, 404; 37th Cong., 2d sess.) The bill passed the Senate July 26, 1861 (id., p. 226); subsequently passed by the House, with amendments (id., p. 352); and the House amendments were concurred in by the Senate August 1, 1861 (id., 369); subsequently, on August 2, 1861, upon the receipt of a letter from Q. M. Gen. Meigs stating that it would be impracticable to carry out the terms of the bill, the Senate withdrew its concurrence in the House amendments and the bill was laid upon the table (id., 403-406). This ended the consideration of the bill, so far as the extra session of Congress was concerned.

Upon the convening of the Thirty-seventh Congress in its first regular session (and after the report of the House Committee to Investigate Frauds in Government Contracts, hereinabove referred to, had been presented) the Senate, on January 7, 1862, took the bill up from the table and recommitted it to the Committee on the Judiciary. (Cong. Globe, vol. 129, p. 206.) On May 30, 1862, the bill was reported back, and the House amendments were concurred in (id., vol. 131, p. 2440). The bill was subsequently signed by the Speaker of the House (p. 2496), and on June 2, 1862, received the approval of the President of the United States (id., p. 2506).

From the foregoing parliamentary history it will be seen that the measure received the careful consideration of Congress and was not passed without considerable opposition. There were numerous debates upon the bill, chiefly in the Senate. From the various discussions the following extracts may be selected as probably giving the reasons which led to the adoption of the measure:

From the remarks of Hon. Edgar Cowan, of Pennsylvania, in the Senate, August 1, 1861:

"I think the apprehensions of the Quartermaster General in regard to the operation of this bill are entirely unfounded. * * * The bill merely requires all contracts to be in writing. Apprehensions may have arisen, however, from this provision. It frequently happens that the contracting officer has bids and proposals made to him, that is, where there is no formal letting or bidding, and which he refuses to consider from an improper purpose. It is well known that such cases are occurring every day. Gentlemen are offering the quartermaster, 'I will furnish you a horse for $100,' and, instead of allowing them to do so, they go ahead and buy them for $110 or $115 from somebody else—some friend, perhaps—sharing the difference there between themselves. Therefore the bill requires that where there have been proposals made to a contracting officer in writing—of course, it does not require him to return a parol bid—but when a proposition is made in writing, that he must return that along with the contract he has made, and he must also swear in his affidavit that all these bids and proposals have been honestly made and acted on.

* * * * * * *

"I think it is to the interest of the department that a bill of this kind should be passed in order to stop the mouths of the disappointed contractors who go about and tell all these terrible stories of fraud that we hear. If this bill should pass, and a man charges an officer with behaving improperly, the first question will be, 'Have you a copy of the contract; have you the bids and proposals made to him?' If such a person has not that copy it stops his mouth and he is told, 'You had better not say anything about it until you get a copy.' The bill will really operate as a protection

to the officers, if they are honest and deserve protection. If they are not honest, here are the means by which they may be caught in their delinquencies and punished: The contractor (officer) will return that he has bought a horse, or a ton of hay, for a larger price than need really be given for it. Then the man from whom he bought it can be brought forward to testify whether he did pay that sum or not, and we shall have it before the country so that everybody can see it." (Cong. Globe, vol. 128, p. 370.)

Similar remarks were made by Hon. John Sherman, of Ohio, and Hon. Jacob Collamer, of Vermont (ibid).

From the remarks of Hon. Lazarus W. Powell, of Kentucky, in the Senate, August 2, 1861 (id., p. 404):

"The truth is, Mr. President, all this bill requires is that when an officer of the Government makes contracts those contracts shall be put in writing; the sum to be paid for the article to be set forth, and the officer making those contracts is to put his affidavit in writing upon it that it sets forth the truth. If it should be found at any future time that he has not told the truth in that affidavit, he is subject to the pains and penalties of perjury. It does not require the contract to be reduced to writing at the moment the article is to be purchased, but it is to be done within a certain time, and it requires those contracts to be placed in a book to be kept by clerks provided for in the bill, and to be subject to the inspection of any citizen. The object of allowing any citizen to inspect it is to let the whole public see whether the public officers have given larger amounts for supplies or anything they have purchased than others have offered to sell them for. It requires the bids, if any are made in writing, to be spread to the bill and I can not see how it can possibly embarrass the Government. As I before said, I think it can only embarrass really one description of persons—speculators and public plunderers.

* * * * * * *

"We have statutes now inflicting the heaviest punishment for defrauding and swindling the Government. The object of this bill is to give us the means by which we can detect these pilferers. * * * It requires the articles furnished to be set forth specifically, the price paid to be set forth, and then the officer to take an oath that that is correct. It then requires a public record to be made of them which is to be kept open for the inspection of the public."

From the remarks of Senator Powell, January 7, 1862:

"Sir, I conceive that the bill is one of eminently practical importance; and I believe, had it been passed at last session and become a law, it would have prevented four-fifths of the enormous frauds that have been practiced on this Government since that time. It would prevent nine-tenths of your investigating committees that you raise here from day to day. If the bill had passed and the law been faithfully administered, it would have furnished evidence to detect those who infracted the laws of the land and pilfered the Government. It also provided penalties against faithless officials. Why, sir, there was sent to me last night a report of an investigating committee in the Lower House; I have very hurriedly looked over it, and have not had time to read it minutely, but really it seems to embody villainy, fraud, and theft enough to contaminate a nation. I do not believe, myself, that the bill will be or can be much improved. So far as the punishment of those who steal from the public treasury is concerned, there is a law now on the statute books, were it executed, that punishes such offenders as felons. This bill not only provides additional penalties, but it furnishes the means by which those who commit frauds in their contracts with the Government can be detected. It will give honest officials, Congress, and the country such a record of contracts and such facts as will enable them to detect and to punish dishonest officials and fraudulent contractors. I hope, then, that the bill will be taken up. * * * I know it is the wish of the whole Senate, and I believe of the whole country, to protect the public treasury from these infamous thieves and vultures who hang around it. This bill has been most elaborately prepared. I thought when it was reported, and I now think, the thanks of the country are due to the distinguished Senator from Pennsylvania for the assiduous manner in which he labored to perfect it. The Judiciary Committee had it under consideration some four or five days. We unanimously reported it, and but for the letter of Gen. Meigs it would now have been the law of the land.

"Mr. President, I am fully aware that nothing we can do, no law we can pass, can make honest men; and I am entirely confident that when we have discharged our duty in this respect, when we have made every law calculated to protect the public treasury, when we have exhausted our ingenuity in throwing every hedge and safeguard about it, that then there will be fraud, robbery, and theft. * * * But, sir, I hold it is to be our duty, and that as speedily as possible, to pass every law calculated to prevent

those frauds and peculations, I regret to say, now so frequent and great, upon the Treasury, and to punish those who commit them.

"The bill that I propose to call from the table was calculated more to enable us to detect those who commit peculations on the Treasury than anything else. To be sure, it punished certain officers, confined them in the penitentiary for perjury when they swore falsely in making the affidavits required in one section of the bill. * * * I feel very confident that, if this bill were passed, it would have a most salutary effect, and save annually millions of the people's money." (Id., 206.)

On June 12, 1862, only 10 days after the passage of the above-mentioned act, a bill was introduced in the Senate for its repeal. (Id., vol. 131, p. 2674.) Subsequently, the bill was amended so as to provide for the temporary suspension of the operation of the act until January 1, 1863 (Id., vol. 131, p. 3311); and in this shape it became a law July 17, 1862 (12 Stat., 600).

It is believed that the same reasons which originally led to the enactment of the legislation under consideration, more than 40 years ago, are still of vital force. While it is doubtless true that the standard of integrity among public officials has become higher during that period, and while systems for filing, recording, and public examinations have been devised and perfected by some, if not all, of the departments, it is not clear that these facts furnish a sufficient reason for the repeal of the laws requiring the filing of contract papers in the Returns Office.

With regard to permitting the public to examine papers pertaining to contracts, the Paymaster General says:

"The keeping of the records and file of proposals, contracts, etc., has so improved since the passage of this act, that it has been the custom of this bureau for several years to furnish without cost, to any party applying for the same, either in writing or in person, complete copies of all contracts in which he might be interested, or detailed information in connection therewith. There is absolutely no reason, therefore, for any person applying to the Returns Office of the Department of the Interior for this information when it can be obtained upon application to this bureau."

In this connection it may be stated that this department has also adopted the policy of furnishing all practicable information relative to public contracts to parties applying therefor; yet the records of the Returns Office show that there are several hundred requests annually from private parties for certified copies of public contracts, or for permission to examine the same—to say nothing of the fact that the departments themselves frequently find it necessary to call upon the Returns Office for information relating to particular contracts.

Moreover, the department is strongly of the opinion that the retaining of complete copies of all papers bearing upon the public contracts, and the granting of permission to private parties to examine the same, should not be dependent upon the volition of any officer or bureau, but that such filing and public examination should be required by law, under a penalty for noncompliance. This conclusion is based upon the following consideration, among others:

(1) It seems highly desirable that, within some definite period after making a contract, all the papers pertaining thereto should be placed beyond the power of the officer making the same, and even of the bureau or office to which he belongs. In this way the danger of such officer manipulating the papers, by altering some and omitting others, would be greatly lessened.

(2) In this connection it may be said that if the filing and public examination depended merely upon a department regulation, and not upon a penal act of Congress, it would never be a matter of certainty in any particular case that an unsuccessful bidder or a private citizen had been permitted to examine all the papers pertaining to a contract. It would be easy for the officer, through inadvertence or otherwise, to neglect to show the party some paper having an important bearing upon the matter. Under the Returns Office system, on the other hand, the officer is required to file all the papers in said office, and to make oath that all papers are attached to the return. By making such an oath falsely, he renders himself liable to the penalties for perjury prescribed by section 5392 of the Revised Statutes. In case of the repeal of the law, even if the department regulation were substituted by which the officer was required to file in his department all such papers, and to certify that he had attached all the papers together, there would be no penalty attached to the making of a false certificate of this kind; and officers, even when honest, might become careless.

(3) A system, dependent merely upon departmental regulation, might be rigidly adhered to in nine hundred and ninety-nine cases out of one thousand; and yet the thousandth might be just the same case in which there was fraud. Indeed, if there was fraud in any particular case, the guilty officer would doubtless take care that all the papers were not placed within the reach of the public in that case, since by so doing he would lessen the chance of detection of his fraud, and would incur the risk of no

additional penalty, except, possibly, a reprimand from the head of his department. While this consideration applies to all contracting officers, it has particular reference to those situated at points remote from Washington.

(4) It is also desirable that, so far as practicable, a uniform system be followed for the departments in question; for, in a number of cases, the contractors for all such departments are the same, and if the systems of the departments are different, it will, perhaps, cause confusion in the minds of contractors and the public.

(5) In addition to the foregoing there is another consideration, so fundamental in its nature, so simple and obvious, that it seems that it has only to be stated in order to be appreciated: What one officer sets up, his successor in office may sweep away. An officer in charge of a particular bureau might, with painstaking care, establish a well-nigh perfect system for his recording, filing, and public examination of all papers pertaining to contracts, and his successor in office might, upon one pretext or another, or without any pretext at all, abolish the entire system at one stroke, thus opening the door to innumerable frauds similar to those which permeated every branch of the public service at the beginning of the Civil War.

All these reasons seem to point inevitably to the conclusion that the system of filing and public examination of contracts should not depend merely upon departmental regulation, but should be required by law. The Returns Office system may be said to be, in effect, an insurance against fraud and corruption in connection with public contracts; and it would seem that the adoption of a more complete record system and more modern business methods by an executive department no more obviates the necessity for the law relative to the Returns Office than the adoption of modern sprinkler and fire-alarm systems obviates the necessity of fire insurance upon buildings so protected.

It is a well-known principle that the value of a protective system (whether consisting of a set of laws or of a body of police) designed to prevent any particular class of wrongs is not to be measured solely by the actual number of wrongs of such class committed or attempted while the system in question is in operation, but there should also be taken into consideration the fact that a large number of persons are probably deterred from committing the wrong by the mere fact that there is such a protective system in force. Thus, it may be true that there have been comparatively few cases in which it has been necessary to bring the machinery of the Returns Office into operation; yet no one can say how many times the knowledge that all papers pertaining to public contracts are required to be filed in said office has prevented contracting officers from acting fraudulently in connection with such contracts.

Moreover, it is not only necessary that the officers making contracts on behalf of the Government should deal honestly in so doing, but it is still more necessary, if possible, that the public should know that such officers are dealing honestly; and to this end it should be placed beyond the power of any officer or bureau at any time to make a secret contract on behalf of the Government. The salient facts relating to contracts should be required by law to be made matters of record, and the public should know that such facts are of record, and that they have the right to examine the same at any time, upon payment of a reasonable fee. It is only in this way that the suspicions of persons prone to believe ill of the authorities, as well as the efforts of unscrupulous persons to cast discredit upon the Government and its officers, can be properly met. Indeed, this seems to be only a part of a general principle applicable to all the operations of the Government; and while the nature of things does not always admit of its adoption in respect of other matters, it seems to be highly important that the principle should be followed, so far as practicable, in connection with public contracts.

To view the case from the standpoint of the public, they should not be required to ask as a favor information which properly they might demand as a right. If the laws under consideration were repealed it would rest within the discretion of the head of an office or a department as to whether the public should be permitted to examine or copy any contracts; and hence the person who was denied access to a contract would have no legal redress. Under the law as it now stands, on the other hand, it is made the ministerial duty of the Secretary of the Interior to furnish copies of contract papers to all parties applying therefore and paying the fee; and in case of his refusal to furnish such copies in any case, doubtless mandamus would lie to compel him to do so.

For the reasons above cited, and others which may suggest themselves, the department is unable to concur in the views of the Paymaster General of the Navy as to the advisability of the repeal of either that part of section 3744 of the Revised Statutes which requires contract papers to be filed in the Returns Office, or of section 3745, requiring an oath of disinterestedness to be made and attached to such papers; nor is it believed that section 3746, providing a penalty for failure to comply with the sections above mentioned, can safely be repealed.

While it is eminently proper that every step found practicable should be taken looking to an economical expenditure of the public funds and the adoption of all suitable measures to effect that purpose, it should be borne in mind that the few thousand dollars spent each year upon the Returns Office system bear but a small proportion to the many millions annually expended upon Government contracts, and doubtless this comparatively small expenditure saves to the Government vastly greater sums which might be lost through fraud and corruption in connection with public contracts if this safeguard were removed. Moreover, the necessity for preserving public officers from temptation, for maintaining a high moral standard in the public service, for compelling Government contractors to deal openly and honestly with the Government, for retaining the confidence of the public at large in the operations of the Government and its officers—all these things seem of far higher importance than the saving of a few thousand dollars, and as hereinabove set forth the department does not believe that the money spent upon the Returns Office can be saved without grave danger of losing the benefits here described.

Most of the foregoing considerations apply to both the filing of contracts, etc., and the making of oaths, considered as two steps in one proceeding for the protection of the Government.

Referring particularly to the oath of disinterestedness, however, it may be added, that, while it is doubtless true that a person who would defraud the Government would have no scruples about making a false affidavit, yet an officer guilty of fraud in connection with a contract who makes a false oath of disinterestedness, not only furnishes the evidence which may lead to his conviction for such fraud, but also ncurs an additional penalty for perjury. Moreover, the requiring of an oath in such cases is merely following out a general policy of acts of Congress requiring oaths in customs, internal revenue, land, and other matters.

So far from regarding with favor any proposition to abolish the Returns Office system, this department is of the opinion that any change should be rather in the direction of extending and increasing the efficiency of that system. In this connection it may be proper to state that the great number of frauds in connection with public contracts which have been brought to light within the past few years were not committed in one of the three departments—War, Navy, and Interior—to which the Returns Office system applies, but the departments in which said system is in force have been comparatively free from frauds of this nature during a number of years. It is quite possible that some of the frauds alluded to might not have occurred if the laws requiring the filing of all papers pertaining to contracts and the making and attaching of an oath of disinterestedness had been applicable to the departments in which such frauds were committed.

Another change which might, with some advantage, be made in the direction of increasing the efficiency of the Returns Office, would be to so amend the law as to provide that in the case of every contract required by law to be let upon public competition (see sec. 3709, R. S.), a clause in substantially the following language should be inserted in such contracts, for the information of contractors, bidders, and the public at large, as well as to put contracting officers upon notice:

"A copy of this contract, with all advertisements, bids, proposals, specifications, etc., upon which the same is based, is required by law to be filed in the Returns Office of the Interior Department, Washington, District of Columbia; and certified copies thereof can be procured by any party upon payment of the fee prescribed by section five hundred and fifteen of the Revised Statutes."

It might also be regarded as an improvement if the law were so amended as to require in the case of contracts let upon public competition, that wherever contract was awarded to other than the lowest responsible bidder, there be indorsed upon the papers filed in the Returns Office the reasons which led the contracting officer (or the officer or board upon whose recommendation he acted) to reject the proposal of the lowest bidder, and award the contract to another. It may be stated that this system has, for some years, been followed in this department, and in its operation it has been found most convenient and satisfactory.

Among the reasons assigned by the Paymaster General of the Navy which render it advisable for the laws in question to be repealed is the cost of making oaths of disinterestedness to be attached to contracts. He states that these oaths cost 50 cents each; and as there were 4,569 contracts made by his office during the past fiscal year, the cost of this item alone in his office for the year was $2,284.50; and for the Navy Department at large the cost would approximate $8,000. The records of the Returns Office show that during the fiscal year ending June 30, 1905, there were filed 7,775 Navy Department contracts; so that the cost of the oaths in question during that year at 50 cents each would be $3,887.50.

This department agrees with the view of the Paymaster General that the money spent upon these oaths of disinterestedness is an entirely unnecessary expense; and it would seem very desirable, therefore, that legislation be obtained providing that such oaths should be administered by certain designated officers in the service of the United States and prohibiting such officers from receiving any fee therefor. Such an enactment would greatly reduce the cost of operating the Returns Office system.

If this suggestion meets with your approval, I will be glad to cooperate with you in bringing the matter to the attention of Congress.

Very respectfully,

THOS. RYAN, *Acting Secretary.*

EXHIBIT F.

(1-F.)

DEPARTMENT OF THE INTERIOR,
Washington, December 1, 1908.

SIR: I am handing you herewith copy of a letter from the chairman of the committee on regulations of this department, dated November 4, together with a copy of the minutes of the meeting of said committee, dated November 3, 1908, embodying certain resolutions passed by said committee relative to the matter of filing contracts, as provided by sections 3743 and 3744, United States Revised Statutes, special reference being had to the repeal of the existing law requiring the filing of copies of contracts and proposals in the Returns Office of this department.

I heartily approve of the resolution, and submit the same herewith to your committee, which I understand is now considering this question.

Very respectfully,

JAMES RUDOLPH GARFIELD, *Secretary.*

Mr. JAMES A. WETMORE,
Chairman Special Committee on Government Contracts,
Supervising Architect's Office, Treasury Department.

A memorandum prepared by Mr. Fox of this department is also inclosed.

DEPARTMENT OF THE INTERIOR,
UNITED STATES RECLAMATION SERVICE,
OFFICE OF THE DIRECTOR,
Washington, D. C., November 4, 1908.

The honorable the SECRETARY OF THE INTERIOR.

SIR: There are inclosed duplicate copies of the extract from the minutes of the meeting of November 3, 1908, of the departmental committee on regulations, referring particularly to the matter of filing contracts, as provided by sections 3743 and 3744, Revised Statutes. Your committee believes that the adoption of these recommendations will eliminate unnecessary duplication and result in more expeditious handling of the work. This matter is being considered by the special committee on Government contracts appointed by the President, but as it affects this department not only as to a change of method and also the abolition of the Returns Office, it has appeared to your committee that the initiation of the proposed change would properly come from this department. If approved by you, it is respectfully recommended that one copy of these resolutions be sent to the special committee, thereby indicating that the Department of the Interior is heartily in favor of the reform.

Respectfully,

N. E. WEBSTER, Jr., *Chairman.*

Approved: November 30, 1908.
GARFIELD, *Secretary.*

[Memorandum for the private secretary.]

The Returns Office of the Department of the Interior was established under the act of June 2, 1862 (12 Stats., 411), as amended by the act of July 17, 1862 (12 Stats., 600). These laws are now embodied in sections 512 to 515 and sections 3744 to 3747 of the Revised Statutes. Copies of these statutes are hereto attached, marked "Exhibit A."[1]

Under the law a copy of every contract, together with the proposals and advertisement relating thereto, made by any officer of the War, Navy, and Interior Depart-

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[1] *Exhibit aa* of this volume.

ments is required to be filed in the Returns Office within 30 days after the contract is made.

By the Secretary's order of June 28, 1907, jurisdiction over the Returns Office and its force of four clerks was transferred to the Mails and Files Division and a complete new system of recording and filing the contracts was installed and put in operation January 1, 1908, with excellent results.

In a memorandum for the private secretary, dated March 20, 1908, it was remarked: "The Returns Office as now existing under the statute passed June 2, 1862, seems to be out of place in the Interior Department. The suggestion is made that this matter be considered with the view of relieving the department of this work * * *."

A careful reading of these laws will convince anyone that the Returns Office was a creature of the War of the Rebellion. Early in 1861, after the beginning of hostilities, the newspapers loudly proclaimed that contractors for war material were defrauding the Government. During July of the same year a committee was appointed by the House of Representatives to make an investigation. The report of the committee, submitted in December, 1861, stated that innumerable frauds had been perpetrated in connection with the letting of Government contracts. One of the results of this investigation was the enactment of the Returns Office law.

It is significant that the law only aimed at the prevention of frauds with regard to contracts made by those branches of the Government having most to do with the conduct of the war—the War, Navy, and Interior Departments. Evidently it was not contemplated to throw this special protection around all Government contracts, for the law was not framed to include the Treasury Department, the Post Office Department, the State Department, or the Department of Justice. Some of the excluded departments were making contracts, many of which in all probability were concerned with the war. It may reasonably be inferred, then, that suspicion of fraud did not attach to such contracts, or undoubtedly they, too, would have been placed under the same law.

It is now over 40 years since the War of the Rebellion closed, and still the Returns Office continues to afford special protection to the contracts of the War, Navy, and Interior Departments. The question may well be asked: Why should this system be longer kept in operation?

February 6, 1906, the Secretary of the Navy transmitted to this department a letter from the Paymaster General of the Navy in which that very question was asked, and the repeal of the law was suggested. The Paymaster General said:

"The keeping of the records and files of proposals, contracts, etc., has so improved since the passage of this act that it has been the custom of this bureau for several years to furnish without cost to any party applying for the same, either in writing or in person, complete copies of all contracts in which he might be interested, or detailed information in connection therewith. There is absolutely no reason, therefore, for any person applying to the Returns Office of the Department of the Interior for this information when it can be obtained upon application to this bureau."

On March 24, 1906, the Acting Secretary of the Interior responded at length, setting forth how the law came to be enacted, and giving reasons why the Interior Department was unable to concur in the views of the Paymaster General of the Navy as to the advisability of its repeal. Several propositions were advanced to demonstrate the good effect of the Returns Office system. In brief, these propositions were:

1. The granting of permission to private parties to examine contracts does not depend upon the volition of any officer or bureau, but is required by law under penalty for noncompliance, thus affording protection through publicity.
2. The contract papers are placed beyond the power of the contracting officers to manipulate or alter, and a heavy penalty is imposed for the omission of contract papers.
3. Instead of being repealed the law should be extended to include contracts made by all the departments so as to make the system uniform throughout.

In regard to the third proposition as stated above, it was said:

"So far from regarding with favor any proposition to abolish the Returns Office system, this department is of the opinion that any change should be rather in the direction of extending and increasing the efficiency of that system. In this connection, it may be proper to state that the great number of frauds in connection with public contracts which have been brought to light within the past few years were not committed in one of the three departments (War, Navy, and Interior) to which the Returns Office system applies, but the departments in which said system is in force have been comparatively free from frauds of this nature during a number of years. It is quite possible that some of the frauds alluded to might not have occurred if the laws requiring the filing of all papers pertaining to contracts, and the making and attaching of an oath of disinterestedness, had been applicable to the department in which such frauds were committed."

The department agreed with the view of the Paymaster General of the Navy that the money paid for oaths of disinterestedness was an unnecessary expense, and that it would be desirable to obtain legislation providing that such oaths should be administered by certain designated officers in the service of the United States and prohibiting such officers from receiving any fee therefor. A copy of department letter of March 24, 1906, above referred to, is hereto attached, marked "Exhibit B."[1]

Taking up the principal argument made by this department in its letter of March 24, 1906, to the Secretary of the Navy that the Returns Office law should be extended rather than repealed, it may be inquired what practical good would result therefrom. The Post Office Department has gotten along very well without the adjunct of a returns office, and has unearthed many frauds. If it were compelled to file in the Returns Office a copy of each of the thousands of contracts it makes every year, what a mass of papers would be accumulated. The Treasury Department makes many contracts annually; so does the Department of Agriculture, the Department of Commerce and Labor, and not a few are made by the Department of Justice and the State Department. Then, there are the independent establishments like the Government Printing Office, the Interstate Commerce Commission, etc. These departments and establishments must be conceded to be as much interested in the prevention of fraud in Government contracts as are the War, Navy, and Interior Departments, and yet they seem to be doing fairly well without the protection of the Returns Office system.

It would not be difficult to suppose a case where the system as now established might work great injury to the Government. The War Department, say, makes a contract for the construction of fortifications. The secret agent of a foreign power would be able to get from the Returns Office a copy of the contract with all the plans and specifications within 30 days after the execution of the contract papers if the contracting officer complied with the law. The same thing substantially could happen with regard to a contract for a battleship. An agent of another country could obtain complete information as to the details of the ship's construction before the keel had been laid. It would accordingly appear that in some cases the contracting officer would be performing a patriotic duty by failing to make return of contracts of such a confidential nature, although he would at the same time violate the law. Supportive of this proposition it may be said that on January 11, 1908, the Secretary of the Navy recommended that section 3744, Revised Statutes, be amended so as to permit the Navy Department to withhold confidential plans and specifications from the files of the Returns Office. The Senate Committee on Naval Affairs, to whom was referred the bill (S. 5616) to accomplish such purpose, made favorable report thereon April 6, 1908. The bill, however, did not become law. (See S. Rept. No. 470, 60th Cong., 1st sess.; copy hereto attached, marked "Exhibit C."[2])

One of the main objections to the Returns Office system is the expense attached to the oath of disinterestedness that is required to accompany every contract filed in the Returns Office. The fee therefor is usually 50 cents for each oath when executed before a notary public or other officer authorized to administer oaths for general purposes. January 5, 1905, the President issued an Executive order prohibiting notarial charges by notaries who are Government employees. March 27, 1905, the Chief of the Patents and Miscellaneous Division of this department submitted to the Secretary of the Interior for his approval and reference to the President a memorandum suggesting amendment of the Executive order so as to make it inapplicable to oaths of disinterestedness or other oaths required to be made by law, provided the work in connection therewith be not performed during office hours. The then Assistant Attorney General for the Interior Department (Mr. F. L. Campbell), to whom the memorandum was referred, concurred in the view of the Chief of the Patents and Miscellaneous Division that the Executive order should be amended as stated, and it was so amended by the Executive order of March 31, 1905. (See Exhibit D hereto attached.[3])

The Judge Advocate General of the Army, in a footnote on page 590 of the Compilation of Military Laws of the United States (1901), states:

"It is proper to remark that in the event of a suit being instituted against a principal or surety on a contract of the United States the copy of the contract filed in the Returns Office would have no evidential value, and a copy of the original filed in the Office of the Comptroller of the Treasury would have to be produced subject to the authentication required by section 886 of the Revised Statutes."

The foregoing statement by the Judge Advocate General of the Army has no reference to actions brought against contracting officers for perjury in making false oaths of disinterestedness or for failing or neglecting to make returns of contracts in violation of section 3746, Revised Statutes, as in such actions the records of the Returns Office would have evidential value.

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[1] *Exhibit bb* of this volume. [2] *Exhibit cc* of this volume. [3] *Exhibit dd* of this volume.

The committee on regulations, Department of the Interior, at a meeting held November 3, 1908, recommended that legislation be secured to provide:

1. For the repeal of the requirement of filing copies of contracts and original proposals in the Returns Office.
2. For the permanent retention of all proposals in the administrative office negotiating the contracts.
3. For the provison of facilities for publicity of such proposals in the administrative offices and of the contracts in the auditor's offices.
4. For the abolition of the Returns Office and the disposition of all records therein.
5. That such proposed legislation be referred to and considered by the special committee on Government contracts (chairman, Mr. James A. Wetmore, Supervising Architect's Office, Treasury Department), appointed by the President June 18, 1907, in order that the legislation asked may be uniform for the entire Government service. (See Exhibit E.[1])

The Returns Office law should be repealed and new legislation provided that will require the head of each executive department or independent establishment to retain in the files of their respective administrative offices copies of all contracts made by them, together with the original proposals, with the right to the public to have access to the contracts so filed. Provision should be made to permit the furnishing of copies for a specified fee, provided the interests of the Government be not jeopardized thereby. The present oath of disinterestedness should be replaced by a certificate for the signature of the contracting officer in substantially the same language as that contained in the oath. All the protective features of the oath of disinterestedness could be retained by providing the same penalty for the issuance of a false certificate as is now imposed for making a false oath.

It is believed that it would be wise to concur in the recommendation of the committee on regulations of this department, that the whole question of obtaining legislation for the repeal or modification of the Returns Office law be referred to the interdepartmental committee on Government contracts, of which Mr. James A. Wetmore is chairman, to the end that the points and suggestions made herein may receive due consideration.

In formulating the draft of legislation to accomplish the end sought, it is regarded as vitally important that there be incorporated therein such safeguards as—

1. The substitution of a certificate of the contracting officer for the present oath of disinterestedness required by section 3745, Revised Statutes, with provision for the imposition of sentence of fine or imprisonment for the issuance of a false certificate.
2. Penalty for failure or neglect of the contracting officer to make return of all contract papers to the administrative office, similar to that now provided in section 3746, Revised Statutes.

EDWD. B. FOX.

Exhibit aa.

Copies of sections of Revised Statutes.

Exhibit bb.

Same as Exhibit E of report of special committee on contracts.[1]

(1-F-1.)

[S. 5616, Sixtieth Congress, first session.]

AN ACT To amend section thirty-seven hundred and forty-four of the Revised Statutes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section thirty-seven hundred and forty-four of the Revised Statutes of the United States be, and the same is hereby, amended by the addition thereto of the following proviso:

"*Provided,* That the Secretary of the Navy may withhold from papers transmitted to the Returns Office any plans, specifications, or other matter of a confidential nature, the publication of which would, in his opinion, be prejudicial to the public interests."

Passed the Senate April 15, 1908.

Attest: CHARLES G. BENNETT,
Secretary.

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[1] *Exhibit ee* of this volume.

(1-F-2.)

[Extract from the Annual Report of the Secretary of the Navy, 1907.]

CONFIDENTIAL PLANS AND SPECIFICATIONS.

These statutes establishing the Returns Office (secs. 512 to 515 and secs. 3744, 3745, R. S.) provide that papers on file there may be examined by "any person" desiring to do so, and that copies thereof shall be furnished upon payment of certain fees. It is not believed that Congress intended by these statutes to require that data of a confidential nature relating to any of the operations of the Government should thus be placed at public disposal. While it is not altogether clear that the plans and specifications accompanying the contracts for the construction of naval vessels are within the meaning of these statutes, it is suggested that all doubt on the subject should be removed by a distinct provision of law. This provision might appropriately be made in terms analogous to section 1076 of the Revised Statutes, which in conferring upon the Court of Claims power to call upon any of the departments for information or papers, couples such authority with the proviso that "the head of any department may refuse and omit to comply with any call for information or papers when, in his opinion, such compliance would be injurious to the public interest."

(1-F-3.)

Exhibit cc.

[Senate Report No. 470, Sixtieth Congress, first session.]

AMENDING SECTION 3744 OF REVISED STATUTES SO AS TO PERMIT SECRETARY OF NAVY TO WITHHOLD CONFIDENTIAL PLANS, SPECIFICATIONS, ETC.

The Committee on Naval Affairs, to whom was referred the bill (S. 5616) to amend section 3744 of the Revised Statutes, having considered the same, report thereon with a recommendation that it pass.

The bill has the approval of the Navy Department, as will appear by the following communication:

"NAVY DEPARTMENT,
"*Washington, January 11, 1908.*

"SIR: I have the honor to invite attention to the remarks appearing on page 15 of my annual report for 1907, regarding the requirement of existing laws (secs. 512 to 515, and secs. 3744 and 3745 of the Revised Statutes) that certified copies of all contracts made by the Secretary of the Navy be filed in the Returns Office of the Department of the Interior, 'together with all bids, offers, and proposals to him made by persons to obtain the same, and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same.'

"Inasmuch as under the above provisions copies of contracts and papers when so filed in the Returns Office are open to inspection by 'any person' desiring to examine them, it is suggested that section 3744 of the Revised Statutes be so amended as to except from its operation plans, specifications, and other data of a confidential nature relating to contracts for the construction of naval vessels. While it is not altogether clear that such papers are within the meaning of these statutes as they now read, the passage of an amendment explicitly excepting them is recommended, in order that all doubt on the subject may be removed.

"For the convenience of the committee, if the above recommendation should meet with approval, I inclose the draft of a bill 'to amend section 3734 of the Revised Statutes.'

"Very respectfully, "V. H. METCALF,
"*Secretary.*

"Hon. EUGENE HALE,
"*Chairman Committee on Naval Affairs, United States Senate.*"

(1-F-4.)

Exhibit dd.

[Memorandum for the Secretary in the matter of compensation of notaries public in and for the District of Columbia employed in the departments.]

The provisions of law relative to the appointment, qualification, etc., of notaries public, are found in the following sections of the Code of the District of Columbia, approved March 3, 1901:

"SEC. 558. *Notaries.*—The President shall also have power to appoint such number of notaries public, residents of said District, as, in his discretion, the business of the District may require.

"SEC. 559. *Tenure of office.*—Said commissioners of deeds and notaries public shall hold their offices for the period of five years, removable at discretion.

"SEC. 560. *Notaries in States.*—Notaries public of the several States, Territories, and the District of Columbia are authorized to take depositions and do all other acts in relation to taking testimony to be used in the courts of the District of Columbia, take acknowledgments and affidavits in the same manner and with the same effect as United States commissioners may now lawfully take or do.

"SEC. 561. *Oath and bond.*—Each notary public, before entering upon the duties of his office, shall take the oath prescribed for civil officers in the District of Columbia, and shall give bond to the United States in the sum of two thousand dollars, with security to be approved by the Supreme Court or a justice thereof, for the faithful discharge of the duties of his office.

"SEC. 562. *Seal.*—Each notary public shall provide a notarial seal, with which he shall authenticate all his official acts.

"SEC. 571. *Fees.*—The fees of notaries public shall be—

"For each certificate and seal, fifty cents.

"Taking depositions or other writings, for each one hundred words, ten cents.

"Administering an oath, fifteen cents."

* * * * * * * *

Section 3745, Revised Statutes, requiring officers executing public contracts to make oaths of disinterestedness, is as follows:

"It shall be the further duty of the officer, before making his return, according to the preceding section, to affix to the same his affidavit in the following form, sworn to before some magistrate having authority to administer oaths: 'I do solemnly swear (or affirm) that the copy of contract hereto annexed is an exact copy of a contract made by me personally with ———; that I made the same fairly without any benefit or advantage to myself, or allowing any such benefit or advantage corruptly to the said ———; or any other person, and that the papers accompanying include all those relating to the said contract, as required by the statute in such cases made and provided.'"

The Executive order of January 5, 1905, prohibiting notarial charges by notaries public who are Government employees, reads as follows:

"It is hereby ordered that hereafter no officer, clerk, or employee in the executive service of the Government, who is also a notary public, shall charge or receive any compensation whatever for performing any notarial act for an officer, clerk, or employee of the Government in his official capacity, or in any matter in which the Government is interested, or for any person when, in the case of such person, the act is performed during the hours of such notary's service to the Government. Disobedience of this order shall be ground for immediate dismissal from the service."

The effect of this order is to prohibit notaries from receiving fees for services rendered which the law authorizes them to exact; and as there is no departmental regulation in the Interior Department requiring clerks who are notaries to render service in such official capacity without payment of the fees prescribed by law, it would seem that, in so far as such service is concerned, where no fee is paid, it is the rendition of voluntary service, which is inhibited by the deficiency appropriation act of March 3, 1905.

A notary in qualifying under his appointment incurs some expense, as for seal stamps, etc., approximately $10. Where bond is furnished by a surety company (many notaries preferring not to place themselves under the obligation which would be involved in providing personal sureties) the cost is from $2.50 to $5 per $1,000 per annum during the term of service, or an average of $25 for the term. Where notaries are appointed for service in the department, these expenses can not be defrayed out of the contingent fund and must therefore be a personal expense to the notary.

If the notaries on duty in the Interior Department should surrender their commissions, or fail to renew them at the expiration of the term thereof, it would be necessary, in order to comply with the law in regard to the execution of oaths of disinterestedness connected with public contracts, to employ an outside notary and pay him the statutory fee. In the Secretary's office, it has been the custom in executing such oaths not to charge the fee of 50 cents provided by statute, but only the sum of 25 cents.

It is suggested that any apparent injustice that is done departmental notaries may be corrected by the addition of the following clause to the above Executive order, to wit:

"This order shall not apply to oaths of disinterestedness, or other oaths required to be made by law, provided that the work in connection therewith is not performed during office hours."

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE ASSISTANT ATTORNEY GENERAL,
Washington, March 30, 1905.

The SECRETARY OF THE INTERIOR.

SIR: I have examined with some care the memorandum prepared for you in the P. and M. Division, March 27th instant, with relation to compensation of notaries public in and for the District of Columbia, employed in the department. In said memorandum the Executive order of January 5, 1905, is set out and its effect briefly discussed. In said memorandum it is stated that—

"The effect of this order is to prohibit notaries from receiving fees for services rendered which the law authorizes them to exact; and as there is no departmental regulation in the Interior Department requiring clerks who are notaries to render service in such official capacity without payment of the fees prescribed by law, it would seem that, in so far as such service is concerned, where no fee is paid, it is the rendition of voluntary service, which is inhibited by the deficiency appropriation act of March 3, 1905."

I have examined the appropriation act of March 3, 1905, referred to in the above quote, and am not inclined to agree with the writer of the memorandum that the rendition of such service as is prohibited by Executive order of January 5, 1905, is within the inhibition. The inhibition, if any, must be found in a single sentence quoted from the amendment to section 3679, Revised Statutes, found near the end of the act of March 3, 1905, supra. Said sentence reads as follows:

"Nor shall any department or officer of the Government accept voluntary service for the Government or employ personal service in excess of that authorized by law, except in cases of sudden emergency involving the loss of human life or the destruction of property."

As I view this language of the statute, considered in connection with its context and with laws in pari materia, such as the act of May 1, 1884 (23 Stat., 17), I think Congress intended to prevent the employment of services official, clerical, or manual, unless such service is authorized by law, and did not have in mind, nor did it intend to include, notaries public and official acts performed by them under their commissions. Nor am I able to see great force in the suggestion in that part of the memorandum quoted supra, with reference to the absence of departmental regulation in the Interior Department with reference to clerks who are notaries. The Executive order is tantamount to a similar order or regulation issued by each of the heads of the several departments, and so far as the Interior Department is concerned, it has the same effect and operation as if it had been issued by the Secretary instead of the President.

I see no objection to amending the order of January 5, 1905, as suggested in the memorandum, by the addition of the following words:

"This order shall not apply to oaths of disinterestedness, or other oaths required to be made by law, provided that the work in connection therewith is not performed during office hours."

Very respectfully,

FRANK L. CAMPBELL,
Assistant Attorney General.

PROHIBITING NOTARIAL CHARGES BY NOTARIES PUBLIC WHO ARE GOVERNMENT EMPLOYEES.

DEPARTMENT OF THE INTERIOR,
Washington, D. C., January 5, 1905.

ORDER.

By direction of the President.

It is hereby ordered that hereafter no officer, clerk, or employee in the executive service of the Government, who is also a notary public, shall charge or receive any compensation whatever for performing any notarial act for any officer, clerk, or employee of the Government in his official capacity, or in any matter in which the Government is interested, or for any person when, in the case of such person, the act is performed during the hours of such notary's service to the Government. Disobedience of this order shall be ground for immediate dismissal from the service.

E. A. HITCHCOCK, *Secretary.*

On March 31, 1905, the President directed the amendment of the above by adding at the end thereof the following paragraph:

This order shall not apply to oaths of disinterestedness, or other oaths required to be made by law, provided that the work in connection therewith is not performed during office hours.

E. A. HITCHCOCK, *Secretary.*

APRIL 7, 1905.

(1-F-5.)

Exhibit ee.

[Extract of minutes of meeting of Nov. 3, 1908.]

DEPARTMENT OF THE INTERIOR, COMMITTEE ON REGULATIONS.

Section 3743, R. S. (as amended by act of July 31, 1894, 28 Stat., 210) required: "All contracts to be made by virtue of any law, and requiring the advance of money, or in any manner connected with the settlement of public accounts, shall be deposited promptly in the offices of the Auditors of the Treasury, according to the nature of the contracts: *Provided*, That this section shall not apply to the existing laws in regard to the contingent fund of Congress."

Section 3744, R. S. requires: "It shall be the duty of the Secretary of War, of the Secretary of the Navy, and of the Secretary of the Interior to cause and require every contract made by them severally on behalf of the Government, or by their officers under them appointed to make such contracts, to be reduced in writing and signed by the contracting parties, with their names at the end thereof, a copy of which shall be filed by the officer making and signing the contract in the Returns Office of the Department of the Interior as soon after the contract is made as possible and within 30 days, together with all bids, offers, and proposals to him made by persons to obtain the same, and with a copy of any advertisement he may have published inviting bids, offers, or proposals for the same. All the copies and papers in relation to each contract shall be attached together by a ribbon and seal and marked by numbers in regular order, according to the number of papers composing the whole return."

The purpose of both sections is to secure a written record of the agreements to which the Government is a party and to provide for their permanent filing and safe-keeping. In addition, the former section serves to make the original contracts available in the audit of accounts connected therewith; while the latter section serves to make a copy thereof and the advertisement issued and the proposals received and considered in connection with the award available for purposes of publicity to all persons interested.

In practice the latter purpose is accomplished by section 3744 only as to the general public, for whenever required as evidence in court or elsewhere the original in an auditor's office is generally used instead of the copy in the Returns Office of this department.

Therefore your committee on regulations recommend that legislation be secured to provide:

1 (1-F-5-A). For the repeal of the requirement of filing copies of contracts and original proposals in the Returns Office.

2 (1-F-5-B). For the permanent retention of all proposals in the administrative office negotiating the contracts.

3 (1-F-5-C). For the provision of facilities for publicity of such proposals in the administrative offices and of the contracts in the auditor's offices.

4 (1-F-5-D). For the abolition of the Returns Office and the disposition of all records therein, and the committee further recommend that such proposed legislation be referred to and considered by the special committee on Government contracts (chairman, Mr. James A. Wetmore, Supervising Architect's Office, Treasury Department), appointed by the President June 18, 1907, in order that the legislation asked may be uniform for the entire Government service.

WAR DEPARTMENT, *Washington, January 20, 1912.*

DEAR MR. PRESIDENT: I have the honor to transmit herewith a report prepared by the War Department board on business methods on the recommendations of your Commission on Economy and Efficiency concerning the abolishment of the Returns Office of the Interior Department, etc.

I concur in the recommendations of the War Department board.

Respectfully,

H. L. STIMSON,
Secretary of War.

To the PRESIDENT,
White House.

[Report No. 16.]

WAR DEPARTMENT, *Washington, January 13, 1912.*

To the honorable the SECRETARY OF WAR.

SIR: The report on the Returns Office of the Interior Department submitted to the President by the Commission on Economy and Efficiency, November 17, 1911, having been referred to the War Department board on business methods for its consideration and report, the board has the honor to state that in its report to you of November 18, 1911, upon the draft of a bill for publicity in making Government contracts, submitted by the Department of the Interior, it expressed the conclusion "that all real needs in the matter can be fully met by legislation that will repeal the requirements of existing law relative to the maintenance of a Returns Office in the Interior Department and the filing of copies of contracts therein, and by further legislation that will make the copies of contracts that are filed in the offices of the various auditors as accessible to the public as are copies of contracts now filed in the Returns Office of the Interior Department."

The recommendations of the Commission on Economy and Efficiency are summarized in four paragraphs. The first two paragraphs cover the recommendations of this board referred to above. The third paragraph proposes that the requirement that contracts for the War, Navy, and Interior Departments be in writing be modified so as to apply only to a contract involving $1,000 or more, and, as so modified, be extended to all executive departments and independent establishments, with a proviso that oral or informal contracts, regardless of amount involved, may be made in case of extraordinary emergency, involving loss of life or destruction of Government property. Paragraph 4 proposes the substitution of a certificate in lieu of the affidavit now required by statute to be attached to contracts. This board believes that the additional recommendations of the Commission on Economy and Efficiency are in the interest of good administration and would effect economy in the saving of the notarial fees in those cases where the oath can not now under the law be administered without expense by a Government employee competent for the purpose. Whether the proposed draft of a bill as found on pages 13 to 17 is best suited to put into effect the recommendations of the Commission on Economy and Efficiency is a question upon which the board does not feel competent to express an opinion, believing it to be a matter calling for expert legal advice.

Very respectfully,

F. C. AINSWORTH,
Major General, United States Army, President, The Adjutant General.
E. A. GARLINGTON,
Brigadier General, United States Army, Member, Inspector General.
W. W. WOTHERSPOON,
Brigadier General, United States Army, Member.
JOHN C. SCOFIELD,
Assistant and Chief Clerk, War Department, Member.

DEPARTMENT OF THE INTERIOR,
Washington, February 17, 1912.

The PRESIDENT: I return herewith the report of the Commission on Economy and Efficiency regarding the Returns Office of the Department of the Interior, and, in response to your request for my judgment thereon, I am in full sympathy with the recommendations as summarized by the commission for the abolishment of the Returns Office in this department, for the reasons as outlined in their report at length.

While the estimate made by the commission as to the present money cost of the maintenance of the Returns Office may be somewhat excessive, nevertheless, for the purpose of economy and efficiency, as applied not only to the money cost of the office but to the proper administration of this part of the public service, I believe the recommendations generally are well founded.

I desire, however, to call attention to the draft of bill accompanying the report, particularly to the proposed amendment of section 3745, Revised Statutes, which, in its present form, would seem to include contracts made on behalf of the Government covering both receipts and expenditures of moneys. Under the present rulings, copies of the contracts entered into between the Government and water-right applicants under the reclamation act are required to be filed in the Returns Office of this department. I understand, however, that grazing permits (in effect, contracts of a similar nature), issued by the Forest Service of the Department of Agriculture, are not filed

in the Returns Office, only for the reason that the basic law establishing the Returns Office does not include the Department of Agriculture. While, theoretically, the various auditors of the Treasury Department should have the contracts which involve Government receipts as well as Government expenditures in order to make a proper audit of such accounts, I am inclined to believe that under the present administration of the laws relating to such Government receipts auditors would not use these contracts in the examination of receiving officers' accounts. They would, therefore, merely be filed with the auditors for the purpose of publicity. Necessarily, if copies of such contracts, if not the originals, are required to be on file in the administrative offices, and the question arises as to whether or not, under the circumstances cited, it would be more practical and economical to provide for the publicity of such contracts in the respective offices where they are required to be filed for administrative purposes.

With the idea of centralization in mind, I am inclined to think that the proposed amendment of section 3743, Revised Statutes, should provide for the filing of the contracts with the Secretary of the Treasury, or the Comptroller of the Treasury, or, at least, under the control of some one officer, rather than the various auditors of the Treasury Department, and the provision for the furnishing of certified copies of the contracts changed accordingly. The proposed amendment, as it stands, would require the filing of Government contracts in as many different offices as there are auditors, and such an arrangement would make it rather difficult for the general public to readily find the repository of a particular contract—not taking into consideration the question of economy of time, equipment, etc., that may be obtained by such centralization. Even if it were necessary to have the contracts distributed among the offices of the various auditors by reason of their present organization and location, it is not believed the suggested change in the proposed amendment would prohibit such a course, and if it were desired at some future time to centralize the work of the auditors, further amendment of the law would not then be required.

If the commission has not considered these questions, I would suggest that they be submitted for due consideration.

Very respectfully,

SAMUEL ADAMS,
Acting Secretary.

DEPARTMENT OF THE NAVY,
Washington, January 9, 1912.

MY DEAR MR. PRESIDENT: Pursuant to your letter of the 27th ultimo, I return herewith the report of the Commission on Economy and Efficiency for the "Returns Office of the Department of the Interior."

The report is exhaustive and the recommendations are clear and logical.

There are four recommendations, as follows:

(1) That the Returns Office be abolished.

This should be approved. This office is practically useless, and its discontinuance would, therefore, be an economy without any decrease in efficiency.

(2) That the originals of all public contracts (except those which should be held as confidential) now filed in the offices of the various auditors of the Treasury be made accessible to public inspection.

This should be approved. In this connection, it is recommended, however, that this report be referred to the various auditors, in order to determine whether it will involve increased expenditures in their offices. In case an increase in force or expenditure would be necessary in the auditors' offices, the recommendation of the special committee, of which Capt. Gibbons was chairman, that the contracts in the administrative offices be made accessible to public inspection, might be considered, as this recommendation would be acceptable to the Navy Department. The proceedings and recommendations of this special committee are included in the report of the commission under consideration.

(3) That written contracts be not required for agreements amounting to less than $1,000, or in cases of extraordinary emergency.

This should be approved. It will result in a saving in so-called red tape, and stationery, affidavits, and delays incident thereto, without being prejudicial to the Government's interests.

(4) That certificates to the same effect be substituted for affidavits on written contracts; that a penalty be provided for a false certificate, and that the certificates be uniform for all public contracts.

This should be approved. Attention is invited, however, to the fact that clerks of the Government departments, who are employed out of office hours as notaries, receive the same compensation for this service as do other notaries. These fees, though not

pay proper, result in an increase in the annual income of nine such clerks in this department of approximately $200 each. The clerks who would be affected by this change are among the most efficient in this department, viz: E. F. Tolson, F. S. Parks, W. D. Johnston, A. M. Peyton, K. Holmes, R. H. Barry, E. M. Barr, S. T. Baldwin, R. T. Bartlett.

Faithfully, yours,

G. VON L. MEYER.

The PRESIDENT.

APPENDIX No. 6

TRAVEL EXPENDITURES

TABLE OF CONTENTS.

EXHIBITS.

TRAVEL EXPENDITURES.

DECEMBER 20, 1911.

THE PRESIDENT. The Commission on Economy and Efficiency has the honor to submit the following report with recommendations in reference to the travel expenditures of officers and employees of the Government.

The commission has made a compilation of the laws relating to mileage allowance, and per diem allowance in lieu of subsistence, which is appended to this report as Exhibit 1 E; also a compilation of the more important decisions of the Comptroller of the Treasury, which is set forth as Exhibit 2 E; and a draft of the proposed uniform regulations on particular subjects having to do with travel expenditures common to all departments, which is Exhibit 3 E.

RECOMMENDATIONS.

The commission recommends in this report the following changes in the law:

1. The passage of a law similar to the act of June 16, 1874 (18 Stat., 72), to provide that only actual traveling expenses shall be allowed to any person holding employment or appointment in or under any executive department or other Government establishment and repealing all laws allowing mileage and transportation to such persons in excess of the amount actually paid.
2. The passage of a law making it the duty of the President to prescribe a per diem allowance for each officer or employee, or each class of officers or employees, in or under an executive department or other Government establishment (including officers and employees of the courts of the United States, excepting judges), when engaged in travel on official business, and to vary any per diem from time to time; and that the per diem when so prescribed shall be in lieu of all traveling expenses except the cost of transportation and sleeping-car and parlor-car fares.
3. The passage of a law providing that every account for reimbursement of traveling expenses shall be certified as to its correctness by the person by whom the travel is performed, and that no verification by affidavit shall be required and that all laws requiring such verification be repealed.

In addition to the foregoing recommendations for legislation the commission submits the following recommendations, which do not require a change of law, and which, in its opinion, should be put into effect until the necessary legislation can be had:

1. The adoption by the executive departments and other Government establishments of regulations which shall be uniform so far as

the needs of the respective services permit and, in order to secure uniformity, that the President request each of such departments and establishments to adopt the paragraphs set forth in Exhibit 3 E, as its regulations on the subject covered thereby.

One of the paragraphs in Exhibit 3 E provides for the certification of accounts for travel expenditures, instead of verification by affidavit in those cases in which the affidavit is required by the Treasury accounting officers and not by law.

2. In order that the officers and employees of the Government may have for use the form of mileage book most nearly adapted to the needs of the Government, that the President direct that an effort be made to obtain from the various railroad companies the issue of an interchangeable mileage book at a fixed rate per mile for the official use of any Government officer or employee, and that such book be accepted on all railroads in the United States, or that books at different rates be issued, each to be accepted on all railroads within a certain territory.

In connection with the effort to arrange for uniform mileage books, consideration should be given to the desirability of making available for all Government employees the special rates for one or more persons now granted to certain departments.

3. That the President direct that an inquiry be made, through the general supply committee or other proper agency, as to the advisability of securing such special discounts or special rates as may be offered by hotels for the entertainment of officers and employees of the Government traveling on official business.

INTRODUCTION.

In connection with the reclassification of the estimates for appropriations for the year 1911, undertaken as a part of your inquiry into economy and efficiency and completed in February, 1911, it was reported that the Government was spending over $12,000,000 per annum for purposes of travel, including transportation of persons and subsistence while in travel status. On March 8 you instructed each head of department and independent establishment "to have the travel vouchers for your department for the fiscal year 1910 analyzed," this instruction being qualified with the statement that "in case there is any question to be raised" such question was to be taken up with those in charge of the inquiry at the Executive Office. Question was raised concerning the cost of making such an analysis, and for the purpose of ascertaining what this cost would be before proceeding, a number of tests were made in each department, as a result of which a supplementary letter was issued to the head of each department as follows:

MARCH 22, 1911.

MY DEAR MR. SECRETARY: On the 8th instant I asked for an analysis of traveling expenses for the year 1910. Mr. Cleveland and Mr. Chance advise me that the departments question the practicability of making such analysis, partly because of lack of information on the traveling vouchers and partly because of the amount of time required to make the analysis under existing conditions. The estimates of time required submitted by all the departments (except the Post Office Department) indicate that it would keep a force of 100 men at work from 10 to 11 months, at a total cost approximately of $120,000.

While I would be willing, if necessary, to pay $120,000 for information necessary to deal intelligently with $12,000,000 of travel expenditures, the delay and the high cost

indicate clearly to me that our methods of recording these transactions on the original expenditure documents might well be changed so that analyses can be submitted without such expense in time and money. I will take this subject up later on.

In the meantime, I understand that the department committees recommend that instead of taking the year 1910, we begin by an analysis of current travel vouchers. This is satisfactory to me, and I ask that, beginning April 1, and continuing until further advised, all travel vouchers received in your department be analyzed on the form inclosed and the result of each month's analysis be sent to the White House. Any question pertaining to details can be taken up with the Commission on Economy and Efficiency.

Sincerely, yours, WM. H. TAFT.

Subsequently two of the departments were relieved, and on May 19 a letter was sent to the heads of the other departments in which it was stated "from the character of results received from those which have made return it would seem that there will be sufficient data furnished to enable the Commission on Economy and Efficiency to understand what the problem is and to make recommendations."

The travel vouchers subjected to analysis were for the month of April of the current year only and were those of only seven of the executive departments. None of the other establishments reported their analysis to the commission. The departments whose vouchers have been analyzed are the State, War, Navy, Post Office, Interior, Commerce and Labor, and Agriculture. A considerable amount of the travel expenditures reported was unclassified, the amount so unclassified being about 13 per cent of the total expenditures reported, the major part of these being for the departments of War and Navy. While the data reported to the commission, therefore, permit of detail consideration of the character of the problem they do not warrant a conclusion as to the volume of each class of expenditures for transportation and for subsistence.

From the facts reported by departments one of the first conclusions reached was that the verification by oath of travel vouchers (or accounts of officers and employees of the Government, which were submitted for reimbursement as required by the Comptroller of the Treasury) was costing the Government, in the form of notarial and other fees incident to such verification, in the neighborhood of $60,000 annually; that this cash expenditure was in addition to a much greater cost incurred in time and annoyance on the part of those who were required to prepare and present the claims for verification to persons authorized by law to administer an oath, all of which, in the opinion of most of the persons not connected with the Department of the Treasury, was unnecessary. The commission, therefore, made to you on June 27 an interim report containing the following recommendations:

1. That the Secretary of the Treasury be requested to have promulgated a Treasury Department circular to the effect that, except in cases in which an affidavit is required by law, the traveling expense account of a civilian officer, employee, or agent of the Government shall be verified by certificate only.

2. That the head of each of the executive departments be requested to designate a representative who shall be a member of a joint committee to cooperate with the commission in the preparation of a report to the President, with recommendations relative to travel expenses and what changes should be made in the laws now requiring travel expense accounts to be verified by affidavit; and also to formulate rules for adoption by each of the several branches of the service to govern employees in the preparation of travel accounts and the auditors in the audit thereof.

This report did not take into consideration any question other than that pertaining to the subject of the jurat or affidavit required by the Comptroller of the Treasury, it being the purpose of the commission to make this recommendation as early as practicable in order that action might be taken on it in time to change the procedure for the fiscal year 1912, if this might seem desirable. As the other questions had to do with differences in technical procedure and conditions which were dissimilar in different departments, on June 30 you instructed each head of department to designate a representative to serve on a joint committee to cooperate with the commission in the preparation of a final report. Pursuant to this request, the following persons were designated by the head of each department: John W. Kean, of the Navy Department; W. E. Butterworth, of the War Department; George F. Stone, of the Post Office Department; Charles E. Molster, of the Department of Commerce and Labor; E. M. Kennard, of the Department of Justice; A. Zappone, of the Department of Agriculture; Irwin Rittenhouse, of the Department of the Interior; and Ward A. Fitzsimmons, of the Department of State. No one was designated as representative of the Treasury Department. These gentlemen cooperated with the commission in drafting this report.

ANALYSIS OF EXPENDITURES REPORTED.

The analyses which were submitted by departments reporting showed expenditures for transportation of persons during the month of April amounting to $237,033.94. Of this amount, $78,017.11, or over 32 per cent, was expended by virtue of statutory allowances, all of which, with the exception of less than $100, was expended by the Army and Navy and the Department of Commerce and Labor, $61,527.65 being expended by the Army. The amount expended by virtue of mileage allowances included, it is to be noted, considerable expenditure for subsistence; this is evident from the fact that the amount which was separately reported as having been spent for "subsistence" by the War Department was only $15,025.14, whereas the amount separately reported as "subsistence" by other departments was $31,032.85 for the Post Office, $36,027.09 for the Department of Agriculture, and $34,943.62 for the Department of the Interior, in none of which mileage allowances are granted. What part of the $78,017.11 was expended for transportation only, therefore, can not be ascertained.

In the case of those officers who have no mileage allowances, but whose actual transportation expenses are paid by the Government, the most common method of travel is by single one-way tickets. The amount reported as having been paid for such tickets was $76,386.24, or over 52 per cent of the total ($145,641.44), as reported direct ticket cost of transportation. Of this amount, $21,586.01 were expended by the War Department, $17,847.53 by the Department of Agriculture, and $15,196.86 by the Department of the Interior.

As compared with the $76,386.24 spent for single one-way tickets (52 per cent of the total direct expenditures for tickets), the Government expended for round-trip and circular tickets $15,764.69 (nearly 11 per cent), of which $8,972.73 were spent by the Department of the Interior, and $3,655.89 (2½ per cent) for party tickets; all of which,

except $263.10 expended for the most part by the Department of Commerce and Labor, was spent by the Departments of War and the Navy. Only $4,614.88 (about 2¾ per cent of the total direct expenditures for tickets) were spent for mileage and script books. Of this amount, $2,824.02 were expended by the Department of Agriculture. The Government expended in April, almost entirely for the purposes of the War and Navy Departments, $48,815.74 (31.4 per cent) by virtue of contracts or agreements, in some cases in connection with land-grant railroads. The reported direct ticket cost to the Government may be recapitulated as follows:

	Per cent.
Single one-way tickets	52.4
Round-trip and circular tickets	10.8
Party tickets	2.5
Mileage tickets	2.7
Contract	31.4
Other	.2
Total	100.0

It may be said therefore that the analysis made reveals the fact that, apart from travel on mileage allowances and by contracts or agreements, which methods are adopted almost exclusively in the Departments of War and the Navy, the most common method of travel is by single-trip one-way tickets and the least common method is by mileage or scrip books. These books are used for the most part by one department, viz, the Department of Agriculture. What percentage of the total expenditures for the year for all departments each of these methods would represent can not be determined from the data in hand. It is obvious, however, that the single one-way ticket—on the whole the most expensive method of travel—represents a very large portion of the total for transportation.

The figures reported relative to expenditures for subsistence while in travel status are less complete than those relative to transportation. In the case of such subsistence expenditures the analysis was confined to reports received from six departments, viz, State, War, Post Office, Agriculture, Interior, and Commerce and Labor. These figures show that the Government expended during the month of April for these six departments $128,230.54. Of this amount $64,313.63—more than half—was expended in accordance with the rule of "per diem in lieu of subsistence," the balance in accordance with the rule of "actual expenses." Of the $64,313.63 expended for per diem allowances in lieu of subsistence the Post Office Department expended $28,168.45 and the Interior $25,224.33, Commerce and Labor, $5,665.60, while the Department of Agriculture, which has adopted for the most part the rule of actual expenses, spent only $6.85.

Expenditures for travel reported by classes by the different departments, whether for transportation or for subsistence, can not be accurately compared, because of the different methods followed by different departments. Thus of the $10,114.07 reported as having been expended for standard parlor and sleeping cars, the Department of Agriculture expended $3,254.30, while the War Department expended only $592.65. From these figures it is not to be concluded, however, that the officers of the Department of Agriculture traveled more luxuriously than those of the War Department; the large amount reported as having been expended by the former department

for parlor and sleeping cars is due to the fact that the officers of this department travel by the "actual expense" method, while those of the War Department travel on "mileage allowances," which include sleeping and parlor car as well as ordinary fares. In the same way the fact that the Department of Agriculture spent in April $838.79 for laundry while the Post Office spent only $8.13 is indicative merely of the application in the Post Office Department of the rule of "per diem in lieu of subsistence," while the Department of Agriculture has adopted the "actual expense" rule.

But while comparison by classes of expenditures for "transportation" and for "subsistence" by the different departments can not be accurately made, it is none the less true that the analysis made shows that the employees of the Government have been traveling in practically every way that is open to the public; that a universally accepted opinion has not as yet been reached as to the proper method of regulating either transportation or subsistence expenditures; and that although the Government is spending more for travel than any other user of transportation facilities, it has not taken sufficient precautions to prevent unnecessary travel nor to insure the use of the cheapest methods of travel.

It is probable that the different methods followed at the present time have grown up, in part at any rate, as a result of radical differences in the character of the services in which they are applied. In many cases, however, the differences with regard to travel conditions now existing have no basis in the needs of the different services. Thus it is difficult to see why "mileage allowances" should be provided by law for the Steamboat-Inspection Service and "actual expenses" should be the rule for most of the other civil services of the Government, even for a service so similar in character as that recently established for locomotive-boiler inspection. Again, no sufficient reason appears why the "per diem in lieu of subsistence" should be so commonly adopted in the Post Office Department and the Department of the Interior, while in the Department of Agriculture the rule should be that of "actual expenses."

The lack of uniformity in practice and the lack of regard for economy to the Government, it is evident, have been due to some extent to the fact that responsibility for travel expenditures has not been centralized, the Government establishments at Washington being in the same situation as they were in relation to the purchase of supplies prior to the organization of the General Supply Committee. It is probably true that rules uniform in all particulars could not with advantage be applied to all departments and services of the Government. It can not be denied, however, that it is possible to reduce most of the different methods which now exist to a few simple arrangements that will satisfy every requirement and by so doing to effect considerable economies in the reduction both of the direct cost of travel and the indirect cost incident to the preparation, verification, settlement, audit, and payment of claims for travel expenditures.

MILEAGE ALLOWANCES.

The lack of uniformity noted in travel conditions is in large part the result of statutory provision. It is, however, due in some degree to administrative action.

Thus it may be said that the grant of a mileage allowance is in all instances due to some special provision of statute which distinctly states that in the case of certain services or certain classes of officers mileage at a certain rate shall be allowed. Since the passage of the act of Congress of June 16, 1874 (18 Stat., 72), providing "that only actual traveling expenses shall be allowed to any person holding employment or appointment under the United States, and all allowances for mileage and transportation in excess of the amount actually paid are hereby declared illegal; and no credit shall be allowed to any of the disbursing officers of the United States for payments or allowances in violation of this provision," whatever power any head of department may have had to provide by departmental regulations for mileage allowances has ceased to exist.

All existing mileage allowances must find their basis therefore in some later statute inconsistent with the statute of 1874. As a matter of fact there are many of these statutes. Thus an act of June 30, 1876, repealed the act of 1874 in so far as it concerned officers of the Navy. This act, as amended by acts of 1882, 1896, and 1900, provides for the allowance to officers of the Navy and of the Marine Corps of 8 cents per mile while traveling under orders in the United States. Certain officers of the Navy whose pay and allowances are assimilated to those of the Army, however, are allowed only 7 cents a mile, while the Secretary of the Navy is authorized, "in cases where orders are given for travel to be performed repeatedly between two or more places in the same vicinity," to direct that actual and necessary expenses only be allowed.

In the Army mileage at the rate of 7 cents a mile is allowed under the same conditions to officers traveling without troops, veterinarians, contract surgeons, and to officers of the National Guard attending garrison and service schools (Laws June 12, 1906, 34 Stat., 246; Jan. 21, 1903, 32 Stat., 778), while 4 cents a mile for travel to place of enlistment is allowed to enlisted men on discharge. This is paid on the theory of constructive travel in the case of discharged soldiers who immediately reenlist and do not as a matter of fact proceed to the place of original enlistment.

Officers of the Army also have the right to have their baggage and household effects, within certain limits varying with their rank, packed and crated and together with their authorized horses transported at the expense of the Government when they change their stations. (Act of May 11, 1908, 35 Stat., 119.)

Both the mileage allowance and the privilege with regard to baggage are granted to certain services like the Revenue-Cutter Service, whose commissioned officers have, by the law of April 12, 1902 (32 Stat., 100), "the same pay and allowances except forage as are now or hereafter may be provided by law for officers of corresponding rank in the Army." The same privilege is accorded also to officers of the Marine Corps. (15 Comp. Dec., 122.) A recent act of Congress gives to employees of the Department of Agriculture, when transferred from one official station to another for permanent duty, when authorized by the Secretary of Agriculture, the right to traveling expenses "including charges for the transfer of their effects and personal property." (Act of March 4, 1911, 36 Stat., 1265.)

A law of March 3, 1905 (33 Stat., 1027), provides for the payment to the Supervising Inspector General, the supervising inspectors and the

local and assistant inspectors of the Steamboat-Inspection Service of their actual and reasonable traveling expenses or mileage at the rate of 5 cents a mile, incurred in the performance of their duties.

The law of August 18, 1894 (28 Stat., 412), provides mileage at the rate of 7 cents a mile in lieu of all other expenses for every officer of the National Home for Disabled Volunteer Soldiers not a member of the board of managers traveling under orders on business for the Home.

Besides these laws, other acts of Congress provide mileage allowances for field deputy marshals, clerks of courts, jurors, witnesses, and for diplomatic and consular officers at rates varying from 15 to 5 cents a mile.

A given rate of mileage is determined upon as proper in all these cases because of the belief that it will in the long run be of advantage to the Government as compared with actual expenses. But under any rate that is fixed it may well happen that an individual officer or a class of officers may do much traveling from which profit is derived. A long journey combined with a short stay at the destination will thus net considerable profit to the traveler on 7 or 8 or even on 5 cent mileage. On the other hand, another officer or class of officers may do much traveling from which a loss is sustained. For a short journey and a long stay or a journey in inaccessible parts of the country will, on almost any mileage basis, sometimes cause loss to the traveler.

It frequently happens, therefore, that the law providing a mileage allowance in all cases of travel by specified classes of officers is amended so as to permit an officer engaging in unprofitable traveling to receive actual expenses instead of the mileage allowance. Thus, in March, 1906, the Comptroller of the Treasury decided that an officer of the Army serving under the Lighthouse Establishment was not entitled to reimbursement of actual expenses for travel performed in obedience to orders in going to and from places inaccessible to common carriers, but could receive only the regular mileage allowance. (12 Comp. Dec., 510). An act of Congress passed February 26, 1907 (34 Stat., 997), provided that "Officers of the Army and Navy detailed for duty in connection with the Lighthouse Service shall be paid their actual traveling expenses when traveling under orders on official duty to and from points which can not be conveniently reached by vessel or railroad."

Sometimes the law is framed in the alternative, as in the cases of the Steamboat-Inspection and the Revenue-Cutter Services, giving actual expenses or mileage not to exceed a certain rate.

The tendency is, therefore, that travel on a mileage allowance is only that travel where the traveler obtains a profit from traveling, while traveling from which no such profit is derived is done on actual expenses.

The grant of mileage allowances is therefore objectionable, since it tends to encourage traveling by appealing to the self-interest of the traveler. Inasmuch as it is made use of, if possible, where profits from traveling are obtainable, it may easily come to be regarded as an official perquisite rather than as a reimbursement for traveling expenses actually incurred, although the theory upon which mileage allowances are based is that the allowance is given in order that reimbursement may be made for actual expenses incurred and not that

the officer's compensation may be increased. (1 Comp. Dec., 531; 8 ibid, 634; United States v. Smith, 158 U. S., 346.)

The commission is of the opinion that all provisions of law inconsistent with the law of 1874, which prohibits mileage allowances, should be repealed and that that law should be reenacted in order that the rule therein laid down for the payment of actual and reasonable traveling expenses may be applied to all officers and employees of the Government. No change should be made in the mileage allowed witnesses and jurors.

If this recommendation is adopted it will be necessary to make special provision for the compensation of field (fee) deputy marshals of the United States whose compensation is in large measure derived from the mileage allowances now provided by law, and for bounties for reenlistment of soldiers and sailors who are now encouraged to reenlist by the grant to them of mileage for constructive travel from the place of discharge to the place of original reenlistment.

ACTUAL TRAVELING EXPENSES.

With the exception of such laws as have been mentioned, the rule is, then, that actual traveling expenses alone shall be paid. The law of Congress laying down this rule does not provide, however, what expenses are to be included within the term "actual traveling expenses" nor what authority shall authorize the incurring of such expenses, nor what kind of ticket or contract shall be used.

All these matters are left to be fixed by departmental regulations which are issued by the head of each department or by the head of each of the bureaus in a department. The Comptroller of the Treasury has thus decided that, though in ultimate analysis he is to determine whether a travel expense account is proper (1 Comp. Dec., 549), he will be governed in the determination of whether or not particular classes of items of personal expenses shall be allowed as traveling expenses by the regulations of the heads of departments. (9 Comp. Dec., 156.)

There has apparently been little effort upon the part of the departments, and in some cases even of the bureaus of a single department, to compare notes and, as a result of profiting by the experiences of particular services or departments, to frame uniform regulations as to those particulars with regard to which the statutes permit of administrative determination. There are therefore at the present time as many regulations as there are departments and in some cases almost as many regulations for the services in a department as there are services in that department. These regulations usually treat of the following objects:

Grant of Authority.

There is an almost uniform rule among the departments requiring that authority to travel on departmental business must be granted by the Secretary of such department, his assistant, or by the chief of the particular bureau or office. The Comptroller of the Treasury has held that where the statute provides that the duties of a bureau shall be performed under the authority of the head of the department an order to travel given by the head of a bureau without the approval

of the head of the department is sufficient authority. (9 Comp. Dec., 351.) This authority further may be given after the travel has been performed. (12 Comp. Dec., 476.)

ROUTES AND METHODS OF TRAVEL.

Considerable uniformity exists also in requiring that the shortest practicable route be taken, that efforts be made to avoid duplication of travel, and that limited, excursion, and round-trip tickets be used where practicable.

MILEAGE AND SCRIP BOOKS.

The Comptroller of the Treasury originally regarded the purchase of mileage books as illegal, but later decided that the departments are authorized under the law to purchase such books. (13 Comp. Dec., 503.) While most of the departments now allow mileage books and advocate more or less strongly their use wherever practicable, the Departments of Justice and Commerce and Labor and the Isthmian Canal Commission forbid their purchase. Commutation tickets and rebates are also forbidden by the last two organizations.

The Department of Agriculture is the most extensive user of mileage books, and estimates a saving by their use of $3,509.50 during the fiscal year 1910. In reporting on the mileage used in this department it was stated that the saving as compared with tickets averaged about a half cent per mile. Since the inquiry began one other department has experimentally purchased mileage books for one of its bureaus, and it is stated that a considerable saving will be realized. In considering the saving, however, it is to be understood that the gross is not to be taken. To the mileage-book cost is to be added any additional clerk hire which is assignable to the recording and handling of mileage books; this is to be reduced, on the other hand, by any saving in time which may be realized in the audit and certification of travel vouchers where the trip tickets must necessarily be checked against traffic schedules.

The regulation of the Department of Agriculture in the matter reads as follows:

> Mileage books may be procured, when in the interest of the Government, by exchanging transportation requests therefor, but the use of these books is not recommended except in connection with short trips within specifically described territory and where the traveler knows definitely that books purchased will be entirely used within the same fiscal year.

The Navy Department also uses mileage books whenever practicable, particularly in the case of local trips, but finds their general use impracticable, partly because of the difficulty of apportioning the expense of travel under them to the various appropriations.

Several objections are urged to the use of mileage books under existing conditions as a method of paying for transportation.

In the first place, there are cheaper methods applicable either to all employees of the Government who may be traveling or to certain classes. Both the Navy and the War Departments secure contract rates for parties of enlisted men, and even for individual employees, and in some cases these rates are lower than mileage-book rates. At the present time, however, these contracts affect only the employees of departments which are parties to them, and are not open to

employees of other departments. In some cases these contracts provide for a discount of 15 per cent from the standard rate. The commission is of the opinion that inquiry should be made into the feasibility of making these special contract rates available for the employees of all the executive departments and other Government establishments. Further, land-grant and bond-aided railroads allow free transportation in some cases and 50 per cent reduction in others. In the Department of Agriculture, therefore, mileage books are not permitted to be used for transportation on land-grant or bond-aided railroads. This department sets forth in connection with its travel regulations a map on which these railroads are displayed. Both the War and the Navy Departments use Government transports for carrying enlisted men when possible. The War Department claims that mileage books are practicable only in transportation of civilian employees, and this only to a limited extent. The cost of the travel of this class is only 2½ per cent of the total transportation cost.

The Post Office Department is also in a peculiar position, since under the mail contracts its inspectors are transported free, except that it pays fares in cases where the nature of their work requires the inspectors' identity to be concealed.

In the second place, the conditions appended by the railroad companies to the sale and use of mileage books are so different that under existing circumstances the advantageous use of mileage books by Government officers is quite limited. A common requirement by the railroad companies is that the use of a mileage book be confined to the individual purchaser. The Interstate Commerce Commission is of the opinion that the present law will not permit a head of a department or bureau to purchase a number of mileage books and assign them as needed to persons traveling in the interest of the Government. In other cases the advantage of using mileage books is derived from a refund to the user made by the railroad company only under conditions with which it is not always convenient or even possible to comply.

Indeed, the greatest possible advantage to be derived from the use of mileage books is to be found only in the case of mileage books that can be used during at least a year by the person in temporary possession of them, and permitting refund for the unused portion. Such mileage books are comparatively rare.

Finally, the use of even the most desirable mileage books involves a careful system of account keeping upon the part of the service using them, and the expense thereof goes far toward wiping out the profit which may be derived from their use.

It is possible, however, to devise a scheme of mileage books for the exclusive use of Government employees so that the Government would save a considerable amount over and above the cost of the accounting work which their use would necessitate.

Mr. Zappone, of the Department of Agriculture, thus proposes, in a report made April 3, 1911, to the committee on economy and efficiency of that department:

1. That a national mileage book at a flat rate be adopted by all of the railroads for the exclusive use of the Government, said books to be interchangeable and transferable. This can only be accomplished by mutual agreement among the various traffic lines, and the rate fixed upon can not be higher than the lowest rate which has been established by the various State statutes. In other words, it is thought that railroad

companies may charge a lower rate than that established by State laws, but can not charge a higher rate. In view of the large amount of traveling done by the employees of the Government, it is believed that the railroad should agree to a flat rate of 2 cents a mile.

DEFINITION OF TRAVEL EXPENSES

There is practical uniformity among the departments and bureaus with regard to allowing (in addition to railway and steamboat, etc., fares) street car fares to and from hotels and railroad stations, omnibus or carriage being allowed only when street cars are not available; checking of baggage, sometimes with a limit of 10 cents for each piece; transfer of baggage, generally under a 50-cent limit; sleeping car, one double berth for each person [1] parlor car seat; reasonable steward fees for water travel, on vessels other than Government transports; and stateroom on vessels. Some departments, like the War and Navy Departments, allow limited sums to be paid as rent for steamer chairs; others make no mention of the subject. The use of extra-fare trains is forbidden except in extraordinary cases where the service will benefit thereby. Quite uniformly special conveyances are allowed when there is no regular conveyance. Where travel is by livery team, horse feed, and, if necessary, driver's expenses are allowed.

There is manifested also a general desire to enforce the use of transportation requests where such can be used (for amounts of over $2), and especially on land-grant and bond-aided railroads. It is said, however, that the railroads sometimes do not accept these requests as cash in their low rates for cash, and hence that the Government must pay more than the cash-paying public. Generally, a request by an officer or employee for reimbursement for transportation by water must state whether meals are included with the ticket. In those departments allowing the use of mileage books their use must be reported.

SUBSISTENCE.

Where mileage is not allowed provision must be made for subsistence as well as for transportation.

The act of 1874, hereinbefore referred to, as reenacted by the act of March 3, 1875, providing that only actual traveling expenses shall be allowed in the absence of specific statutory provision to the contrary, and sections 1763, 1764, and 1765 of the Revised Statutes, prohibiting extra compensation, are construed by the Comptroller of the Treasury as prohibiting the grant of a per diem allowance in lieu of subsistence to an officer whose compensation is fixed by law or regulations (17 Comp. Dec., 619), but as permitting the grant of such an allowance to one whose compensation is fixed by the head of a department. (4 Comp. Dec., 424.)

As the compensation of practically only those employees of the Government who are paid out of lump-sum appropriations is fixed by the head of a department it follows that to this class and practically to this class alone may be awarded a per diem allowance in lieu of subsistence where provision for such allowance is not made by law. It is to be noted, however, first, that there are special acts

[1] The board of managers of the National Home for Disabled Volunteer Soldiers may have each a section; 16 Comp. Dec., 239.

of Congress which specifically provide such per diem allowances for particular classes of employees, and, second, that not all the heads of departments having power to do so have provided such per diem allowances. Thus most of the employees paid out of lump-sum appropriations in the Department of Agriculture are paid actual expenses and not per diem allowances. The result of the provisions either of the statute law or of the departmental regulations is that there is a noticeable lack of uniformity in the practices of the various departments relating to subsistence. This lack of uniformity extends, in at least one instance, to the various bureaus within a department, viz, that of Commerce and Labor. For example, the Bureau of Fisheries and the Bureau of Naturalization allow actual expenses, while the Bureaus of the Census and of Labor allow per diem in lieu of subsistence. The same lack of uniformity, which is noticeable relative to the rates of mileage allowances, is also to be found in the amounts of the per diem allowances in lieu of subsistence. They vary between 30 cents' commutation of rations for lighthouse keepers and keepers of life-saving stations to $4 for expenses of employees of the Indian Office, for example.

Taken together, the methods adopted may be grouped into three general classes:

1. Per diem allowances in lieu of subsistence;
2. Actual expenses not to exceed a stated limit, varying from $3 to $6 and even $8 a day in exceptional cases;[1] and
3. Fixed mileage allowances which include all expenses.

Classes 1 and 2 are both found in different bureaus of the Department of the Interior, although the general rule in this department is actual expenses, with a limit of $5 a day or even $8 a day in exceptional cases. In this department per diem allowances are provided by law in certain cases. Where this is done they generally do not exceed $3 a day, but in the Land Office in certain cases the per diem is $4 a day. A larger allowance, viz, $6, is made for work in Alaska. These per diem allowances are usually fixed in the various appropriation acts providing for the field officers. The Post Office per diem is fixed at $3 per day, although until recently it was $4 a day.

All personal expenses, including meals en route, are to be paid out of the per diem or out of the limited amount allowed for subsistence expenses actually incurred. In some instances, as in the case of six inspectors in the office of the Assistant Attorney General in the Interior Department, the law allows specifically a per diem, exclusive of sleeping-car and transportation expenses. But where this is not the case the comptroller now holds such expenses for sleeping cars to be a transportation and not a subsistence expense.

The Departments of Justice, State, Agriculture, and the Treasury allow actual expenses up to $5 per day. In certain enumerated cities this limit is raised to $6 by the Department of Justice. In the War Department enlisted men when traveling and not carrying rations are allowed commutation of rations up to $1.50 a day. Officers of the Army traveling by sea get their actual expenses; if without troops and in Alaska, actual expenses up to $4.50 a day are allowed. When transshipping at an intermediate port, they are allowed hotel expenses not exceeding $6 a day.

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[1] The Isthmian Canal Commission provides no limit in the case of employees whose salary is $5,000 or over.

In the Navy Department actual expenses, when allowed, are subject to a limit varying from $3 to $6 a day, according to rank. Civilian employees are allowed the expenses of such rank as may be designated by the Secretary of the Navy.

Items Included Under Subsistence.

There seems to be no generally accepted usage as to what shall be included under the term subsistence. One department has defined it as including those expenses relating peculiarly to the person.

Most of the departments not having the per diem allowance in lieu of subsistence do not include laundry and bath expenses (when allowed) within the $5 (or other) limit to actual hotel expenses. Board and lodging are the items generally referred to as within this limit, but in the case of the War and Navy Departments this limit includes baths.

In the case of the items of expense allowed as subsistence expense the regulations of the departments and bureaus differ most as to baths, laundry, and tips.

Baths.

Expense for baths is allowed by the Departments of War, Agriculture, Navy, Treasury, Post Office, and State. Baths are not mentioned in the regulations of the bureaus of the Department of Commerce and Labor, but a "reasonable" expense for them is allowed where the travel is for a period of a week or more by the regulations of the Indian Office and the General Land Office.

Laundry.

Expense for laundry when "reasonable" is allowed by the State Department; and where the travel is for a period of a week or more, when "reasonable," by the Treasury, Post Office, Indian Office, and General Land Office; within a limit of $1.25 a week by the Department of Agriculture, and within a limit of $5 to $6 a month, dependent upon the part of the country in which the travel takes place, by the Department of Justice.

Tips.

Tips on sleeping cars are allowed by the Department of Agriculture (limit 25 cents), Navy (25 to 50 cents), Treasury (reasonable), Justice (25 cents), Bureau of Mines (25 cents), Indian Office and General Land Office (reasonable), Pension Office (25 cents), and Bureau of Department of Commerce and Labor (25 cents); tips on parlor cars are allowed by the Departments of Agriculture (10 cents), Navy (25 to 50 cents), Justice (15 cents), Treasury, Indian Office, and General Land Office (reasonable), and the bureaus of the Department of Commerce and Labor (25 cents).

Tips to "waiters and bell boys," with a 50 cent a day limit, are allowed by the War Department to its officers when transshipping at intermediate ports; "tips at hotels," with a limit of from 30 to 50

cents a day, to officers and civilian employees by the Navy Department; to "waiters," with a 45 cent a day limit, but not to bell boys, by the Department of Justice; and in the case of several bureaus, an example of which is the Bureau of Manufactures, "the customary scale of fees" where travel is in foreign countries.

The Department of Agriculture alone mentions the item of medicines, and it allows such to nonstatutory employees only, and then only when authorized by the Secretary.

The Navy Department has a system of meal requests analogous to transportation requests.

What has just been said does not apply to those departments having the per diem allowance in lieu of subsistence. They are not burdened with investigations of the propriety of subsistence expenses, but pay the per diem allowances in lieu of subsistence the same as the salary and leave, the employee to take care of himself as he pleases. After some hesitation the Comptroller of the Treasury has finally decided that sleeping-car expenses are not to be included in a per diem in lieu of subsistence, but are to be included in transportation expenses. (5 Comp. Dec., 508.)

The advantage of mileage allowances, which include subsistence as well as transportation, is to be found in the small amount of clerical labor required to keep account of and to audit travel expenses. In so far, however, as concerns the item of transportation this advantage is offset by the encouragement which such mileage allowance gives to unnecessary travel and to the development in the minds of those persons to whom mileage is allowed of the idea that the mileage allowance is an official perquisite.

All the advantages attached to the mileage allowance are present in the case of a reasonable per diem allowance in lieu of subsistence, and at the same time are unaccompanied by the disadvantage to which allusion has been made. Furthermore, a reasonable per diem in lieu of subsistence is in most cases calculated to promote economy on the part of the Government in its travel expenditures, since the individual to whom it is granted knows he must keep within the allowance or pay for any extras out of his own pocket.

The only case in which a per diem in lieu of subsistence reasonable in amount is susceptible of abuse is where it is allowed to persons who have changed their residence and are not actually traveling, on the theory that such change has not taken place, and that the travel continues. Under these conditions it may become a disguised form of compensation. Such an abuse may, however, easily be guarded against by providing that the per diem shall not be allowed beyond a certain period to one who has made no change in the place of his actual residence. Provisions of this character are now to be found in the appropriation acts for the Post Office Department.

The commission is therefore of the opinion that the per diem allowance in lieu of the subsistence should be adopted as the universal method of defraying that portion of travel expense not included in transportation, and that it should be defined with such particularity as both clearly to differentiate it from transportation expenses, and to indicate with certainty what items are included within it.

The commission has received from one of the departments the suggestion that a very large saving could be made in the amounts paid

to hotels for lodgings and meals by arranging for special discounts or special rates for officers and employees of the Government traveling on official business. It is stated that many hotels in all parts of the country make special rates for classes of persons visiting such hotels frequently, and that probably similar arrangements might be made for the large number of Government employees regularly traveling in all parts of the country. The commission believes the question should be investigated, and recommends that the President direct an inquiry to be made, through the general supply committee, or other proper agency, and that a report be submitted to the President.

VERIFICATION.

All accounts for actual expenses of travel, except those of the Isthmian Canal Commission and those paid from postal revenues, must be verified under oath before they may be allowed, under the decisions of the Comptroller of the Treasury. The comptroller bases his last decisions with regard to this matter upon Treasury Circular No. 52 of 1907, issued in pursuance of the law of July 31, 1894, which circular provides for such verification. (15 Comp. Dec., 323; 14 ibid., 13.)

The law of 1894 provides that "the Comptroller of the Treasury shall, under the direction of the Secretary of the Treasury, prescribe the forms of keeping and rendering all public accounts, except those relating to the postal revenues and expenditures therefrom."

Apart, however, from this provision of law, and from the power which any accounting officer must have to determine what evidence will satisfy him as to the correctness of an account, there is no general provision of law requiring an expense account to be verified. Furthermore, beyond satisfying the demands of accounting officers for competent and satisfactory evidence of the correctness of the accounts which they are called upon to examine, the verification of the expense accounts of Government officers where such verification is not required by some statutory provision has no legal effect.

Section 125 of the Act of March 4, 1909 (35 Stat., 1111), is as follows:

> Whoever, having taken an oath before a competent tribunal, officer, or person, in any case in which a law of the United States authorizes an oath to be administered, that he will testify, declare, depose, or certify truly, or that any written testimony, declaration, deposition, or certificate by him subscribed, is true, shall willfully and contrary to such oath state or subscribe any material matter which he does not believe to be true, is guilty of perjury, and shall be fined not more than two thousand dollars and imprisoned not more than five years.

The affidavit required by the Comptroller of the Treasury to be attached to expense accounts is in most cases not one required by law, and if an employee swears falsely to his accounts he can not be convicted of perjury, but he may be reached under the act of March 4, 1911 (36 Stat., 1355), for falsifying his accounts.

On the theory that no provision of law required the verification of expense accounts generally, the Comptroller of the Treasury has held, as has been said, that if the Isthmian Canal Commission "does not require affidavits to vouchers for traveling expenses such affidavits will not be required by the accounting officers of the Treasury." (11 Comp. Dec., 812.)

The Secretary of the Treasury on April 30, 1908, also held that the affidavit might be omitted from reimbursement accounts submitted by employees of the Geological Survey, under authority contained in the act of June 30, 1906 (34 Stat., 727), and from the reimbursement accounts of school teachers in Alaska in the employ of the Bureau of Education, under authority of the act of March 21, 1906 (34 Stat., 824), the former of which is as follows:

And the Secretary of the Interior is further authorized, in his discretion, under such regulations as he may prescribe, to reimburse the scientific and other employees for expenses incurred by them in the discharge of their duties in the field and paid from their personal funds.

While the latter provides—

That the Secretary of the Interior be, and he is hereby, authorized to permit teachers and other employees of the United States Bureau of Education employed in Alaska to make assignments of their pay, under such regulations as he may prescribe, during such time as they may be in the employ of the Bureau of Education in Alaska, and the Secretary of the Interior is further authorized, in his discretion, under such regulations as he may prescribe, to reimburse school-teachers in Alaska for expenses incurred by them in the discharge of their duties and paid from their personal funds.

In two comparatively recent decisions it has been held that the cost of verifying travel expense accounts, even when the verification is required by law, is to be assumed by the Government and not by the employee verifying the account. (12 Comp. Dec., 285; 16 *ibid.*, 766.)

The commission is informed that it costs the Government between $5,000 and $10,000 a year for affidavits made to expense accounts by employees of the Interior Department and its bureaus, and there have been instances where the affidavit has cost more than the account—notably in one instance—the account was $0.60 and the affidavit cost $1, that being the amount allowed by the jurisdiction where the affidavit was administered. It has also been estimated by the Treasury Department that these affidavits throughout the Government cost about $60,000 per annum. Where the affidavit is not required by law it is of no benefit, as a person who will falsify his accounts will do so as readily where he has to make an affidavit not required by law, and therefore is not guilty of perjury, as where the accounts are passed on a certificate of honor.

With the idea of discouraging unnecessary travel by Government officers and employees, and because of its belief that both economy and efficiency will result from a greater uniformity of travel regulations, the commission has recommended certain changes in existing law and drafted regulations which, if adopted, it is hoped will secure greater uniformity than exists at present. These recommendations are set forth on pages 1 to 4 of this report.

Respectfully submitted.

F. A. CLEVELAND,
Chairman.
W. F. WILLOUGHBY.
W. W. WARWICK.
FRANK J. GOODNOW.
HARVEY S. CHASE.
M. O. CHANCE,
Secretary.

Exhibit No. 1 E.

COMPILATION OF ACTS OF CONGRESS RELATING TO MILEAGE ALLOWANCES AND PER DIEM ALLOWANCES IN LIEU OF SUBSISTENCE.

I. *Mileage allowance.*

1. *War Department.*—The act of June 12, 1906 (34 Stat., 246, 247), provides for the payment of mileage to officers of the Army when traveling under competent orders, without troops, at the rate of 7 cents per mile and no more, distance to be computed in accordance with mileage tables prepared by the Paymaster General of the Army under the direction of the Secretary of War, with deductions for travel over land-grant or bond-aided railroads, or when transportation is furnished in kind at the rate of 3 cents per mile. For sea travel actual expenses only are allowed. Also by act of May 11, 1908 (35 Stat., 114), actual expenses only, limited to $4.50 per day, of officers traveling in Alaska are allowed.

The act of February 27, 1893 (27 Stat., 480), provides:

> That hereafter the maximum sum to be allowed paymasters' clerks and the expert accountant of the Inspector General's Department when traveling on duty shall be four cents per mile, and, in addition thereto, when transportation can not be furnished by the Quartermaster's Department the cost of same actually paid by them, exclusive of sleeping or parlor car fare and transfers.

The Army act of March 3, 1911 (36 Stat., 1044), provides as follows:

> Hereafter the pay and allowances of Army paymasters' clerks shall be the same as provided for Navy paymasters' clerks on shore duty.

One of the allowances of a Navy paymaster's clerk is mileage when traveling under orders. (See 6 Comp. Dec., 45.) The Navy paymaster's clerk is an officer, and as such is entitled to mileage at the rate of 8 cents per mile, under act of March 3, 1901 (31 Stat., 1029).

Officers of the Army serving under the Bureau of Lighthouses of the Department of Commerce and Labor, as Commissioner of the District of Columbia or under the District government, or assigned temporarily under any department or establishment receive the ordinary mileage for travel under order of the department or establishment.

An act of August 18, 1894 (28 Stat., 412), provides mileage at the rate of 7 cents a mile in lieu of all other expenses for every officer of the National Home for Disabled Volunteer Soldiers not a member of the Board of Managers, traveling under orders on business for the home.

2. *Navy Department.*—The act of June 30, 1876 (19 Stat., 65), provides that so much of the act of June 16, 1874, as provided that only actual traveling expenses should be allowed to any person holding employment or appointment under the United States while so engaged on public business as is applicable to officers of the Navy so engaged, is hereby repealed and the sum of 8 cents per mile shall be allowed such officers while so engaged in lieu of their actual expenses.

The act of August 5, 1882 (22 Stat., 286), provides:

> Mileage to officers while traveling under orders in the United States and for actual personal expenses of officers while traveling abroad under orders; and officers of the Navy traveling abroad under orders hereafter issued shall travel by the most direct

route, the occasion and necessity for such order to be certified by the officer issuing the same; and shall receive, in lieu of the mileage now allowed by law, only their actual and reasonable expenses, certified under their own signatures and approved by the Secretary of the Navy.

Section 13 of the act of March 3, 1889 (30 Stat., 1007), provides:

Commissioned officers of the line of the Navy and of the Medical and Pay Corps shall receive the same pay and allowances except forage as are or may be provided by or in pursuance of law for the officers of corresponding rank in the Army: *Provided*, That such officers when on shore shall receive the allowances, but fifteen per centum less pay than when on sea duty; * * * *Provided further*, That when naval officers are detailed to shore duty beyond the seas they shall receive the same pay and allowances as are or may be provided by or in pursuance of law for officers of the Army detailed for duty in similar places.

The act of June 7, 1900 (31 Stat., 685), provides:

That in lieu of traveling expenses and all allowances whatsoever connected therewith, including transportation of baggage, officers of the Navy traveling from point to point within the United States shall hereafter receive mileage at the rate of eight cents per mile, distance to be computed by the shortest usually traveled route; but in cases where orders are given for travel to be performed repeatedly between two or more places in the same vicinity, the Secretary of the Navy may, in his discretion, direct that actual and necessary expenses only be allowed. Actual expenses only shall be paid for travel under orders outside the limits of the United States of North America.

The act of June 10, 1896 (29 Stat., 376), provides:

The officers of the Marine Corps traveling under orders without troops shall be allowed the same mileage as is now allowed officers of the Navy traveling without troops.

Officers of the Navy serving under the Bureau of Lighthouses of the Department of Commerce and Labor, or assigned temporarily under any other department or establishment, receive the ordinary mileage.

The act of June 29, 1906 (34 Stat., 555), provides:

For the transportation of enlisted men and apprentice seamen at home and abroad, with subsistence and transfers en route, or cash in lieu thereof, transportation to their homes, if residents of the United States, of enlisted men and apprentice seamen discharged on medical survey, with subsistence and transfers en route, or cash in lieu thereof; transportation of sick or insane enlisted men and apprentice seamen to hospitals, with subsistence and transfers en route, or cash in lieu thereof * * * *Provided*, That hereafter enlisted men, discharged on account of expiration of enlistment, shall receive in lieu of transportation and subsistence travel allowance of four cents per mile from the place of discharge to the place of enlistment for travel in the United States.

The travel pay of enlisted men of the Marine Corps is governed by the law of the Army, under section 1612 of the Revised Statutes, which reads as follows:

The officers of the Marine Corps shall be entitled to receive the same pay and allowances, and the enlisted men shall be entitled to receive the same pay and bounty for reenlistment, as are or may be provided by or in pursuance of law for officers or enlisted men of like grades in the Infantry of the Army.

The act of March 2, 1901 (31 Stat., 902), provides:

Provided, also, * * * and an enlisted man when discharged from the service, except by way of punishment for an offense, shall receive four cents per mile from the place of his discharge to the place of his enlistment, enrollment, or original muster into service * * * *Provided further*, That for sea travel on discharge actual expenses only shall be paid to officers and transportation and subsistence only shall be furnished to enlisted men.

3. *Department of Justice.*—Field deputy marshals receive—

For transporting criminals ten cents a mile for himself and for each prisoner and necessary guard. (Rev. Stat., sec. 829, par. 20.)

and—

For travel in going only to serve any process warrant, attachment, or other writ, including writs of subpœna in civil or criminal cases, six cents a mile. (Rev. Stat., par. 25.)

Clerks of United States courts receive—

For travel from the office of the clerk where he is required to reside to the place of holding any court required by law to be held, five cents a mile for going and five cents a mile for returning. (Rev. Stat., sec. 829.)

Jurors in the United States courts receive—

For the distance necessarily traveled from their residence in going to or returning from said court by the shortest practicable route, five cents a mile. (Rev. Stat., sec. 852.)

Witnesses in the United States courts receive—

Five cents a mile for going from his place of residence to the place of trial or hearing, and five cents a mile for returning. (Rev. Stat., sec. 848.)

Under section 30 of the act of June 6, 1900 (31 Stat., 332), the Attorney General fixes the mileage allowed in Alaska. This varies from time to time and differs in the several divisions of the Territory.

The act of May 27, 1908 (35 Stat., 377), provides for jurors and witnesses in Wyoming, Montana, Washington, Oregon, California, Nevada, Idaho, Colorado, Utah, New Mexico, and Arizona an allowance of "fifteen cents for each mile necessarily traveled over any stage line, or by private conveyance."

4. *State Department.*—The annual appropriation acts since 1907 have provided mileage in the case of "transportation of diplomatic and consular officers in going to and returning from their posts or when traveling under orders of the Secretary of State, at the rate of five cents per mile."

5. *Department of Commerce and Labor.*—The act of March 3, 1905 (33 Stat., 1027), provides in the case of the inspectors of the Steam-Boat-Inspection Service of the Department of Commerce and Labor that—

Every inspector provided for in this or the preceding sections of this title shall be paid his actual and reasonable traveling expenses or mileage, at the rate of five cents a mile, incurred in the performance of his duties, together with his actual and reasonable expenses for transportation of instruments.

6. *Treasury Department.*—The act of April 12, 1902 (32 Stat., 100), provides:

That the commissioned officers of the United States Revenue-Cutter Service shall hereafter receive the same pay and allowances, except forage, as are now or may hereafter be provided by law for officers of corresponding rank in the Army, including longevity pay.

The act of April 16, 1908 (35 Stat., 61), provides:

That on and after the passage of this act the President be, and is hereby, authorized to appoint in the Revenue-Cutter Service, by and with the advice and consent of the Senate, one captain commandant for a period of four years, who may be reappointed for further periods of four years each, who shall act as chief of the division of Revenue-Cutter Service, with the rank of a colonel in the Army and a captain in the Navy, and who shall have the pay and allowances of a colonel in the Army; six senior captains, who shall perform duty in connection with the construction of vessels and the inspec-

tion of their armament and crews and such other duties as the Secretary of the Treasury or the President may prescribe, each with the rank of a lieutenant colonel in the Army and a commander in the Navy, and who shall each have the pay and allowances of a lieutenant colonel in the Army; one engineer in chief for a period of four years, who may be reappointed for further periods of four years each, with the rank of a lieutenant colonel in the Army and a commander in the Navy, and who shall have the pay and allowances of a lieutenant colonel in the Army; and six senior engineers, who shall perform duty in connection with the construction and inspection of the machinery of vessels and such other duties as the Secretary of the Treasury may prescribe, each with the rank of a major in the Army and a lieutenant commander in the Navy, and who shall each have the pay and allowances of a major in the Army.

Under the above authority officers in the Revenue-Cutter Service receive the same mileage of 7 cents a mile that is given to officers of corresponding rank in the United States Army.

II. *Per diem allowances in lieu of subsistence.*

1. *War Department.*—The annual appropriation act, under the title "Subsistence of the Army," which is found for the fiscal year 1912 in 36 Stat., 1046, provides for the payment of commutation of rations to enlisted men when traveling under orders. The rate of commutation paid is fixed at $1.50 per day by paragraph 1245, Army Regulations of 1910.

2. *Interior Department.*—Per diem allowances in lieu of subsistence to officers and employees of the Interior Department are provided for as a rule in the acts making annual appropriations for the expenses of that department. Such allowances are authorized in current appropriations as follows:

INSPECTORS.

For per diem in lieu of subsistence of two special inspectors, Department of the Interior, while traveling on duty, at a rate to be fixed by the Secretary of the Interior, not exceeding three dollars per day * * *.

For traveling expenses of six inspectors, at three dollars per day, when actually employed on duty in the field, exclusive of transportation and sleeping-car fare, in lieu of all other expenses now authorized by law * * *. (Act Mar. 4, 1911, 36 Stat., 1214.)

OFFICE OF INDIAN AFFAIRS.

IRRIGATION, INDIAN RESERVATIONS.

* * * For traveling expenses of two inspectors of irrigation, at three dollars per diem when actually employed on duty in the field, exclusive of transportation and sleeping-car fare, in lieu of all other expenses authorized by law * * *. (Act Mar. 3, 1911, 36 Stat., 1059.)

CONTINGENCIES, INDIAN SERVICE.

* * * For traveling and incidental expenses of special agents, at three dollars per day when actually employed on duty in the field, exclusive of transportation and sleeping-car fare, in lieu of all other expenses * * *. (Act Mar. 3, 1911, 36 Stat., 1061.)

SUPPLIES FOR THE INDIANS.

* * * *Provided*, That when it becomes necessary to detail clerks or other employees of the Indian Service outside of Washington to assist in the opening of bids, making contracts, and shipping goods, they may be allowed a per diem of not exceeding four dollars per day for hotel and other expenses, which per diem shall be in lieu of all other expenses not authorized by law, exclusive of railway transportation and sleeping-car fare. (Act May 17, 1882, 22 Stat., 86.)

PENSION OFFICE.

For per diem, when absent from home and traveling outside the District of Columbia, of special examiners or other persons employed in the Bureau of Pensions, detailed for the purpose of making special investigations, in lieu of expenses for subsistence, not exceeding three dollars per day. (Act Mar. 4, 1911, 36 Stat., 1216.)

GENERAL LAND OFFICE.

For per diem in lieu of subsistence of examiners and of clerks detailed to investigate fraudulent land entries, trespasses on the public lands, and cases of official misconduct, while traveling on duty, at a rate to be fixed by the Secretary of the Interior, not exceeding four dollars per day * * *. (Act Mar. 4, 1911, 36 Stat., 1215.)

SURVEYING THE PUBLIC LANDS.

The surveys and resurveys to be made by such competent surveyors as the Secretary of the Interior may select at such compensation not exceeding two hundred dollars per month * * * and such per diem allowance, in lieu of subsistence, not exceeding three dollars, as he may prescribe, and actual necessary expenses for transportation * * * said per diem and traveling expenses to be allowed to all surveyors employed hereunder and to such clerks who are competent surveyors who may be detailed to make surveys, resurveys, or examination of surveys * * *. (Act Mar. 4, 1911, 36 Stat., 1416.)

EXAMINATION OF LANDS IN THE NORTHERN PACIFIC GRANT.

Provided, That agents and others employed under this appropriation shall be allowed per diem, subject to such rules and regulations as the Secretary of the Interior may prescribe, in lieu of subsistence at a rate not exceeding three dollars per day * * *. (Act Mar. 4, 1911, 36 Stat., 1307.)

CONTINGENT EXPENSES OF LAND OFFICES.

Provided, That this appropriation shall be available for the payment of per diem, in lieu of subsistence, not exceeding four dollars per day, of clerks detailed to examine the books and management of district land offices * * *. (Act Mar. 4, 1911, 36 Stat., 1414.)

PROTECTING PUBLIC LANDS.

Provided, That agents and others employed under this appropriation shall be allowed per diem, subject to such rules and regulations as the Secretary may prescribe, in lieu of subsistence, at a rate not exceeding three dollars per day each, * * * except when agents are employed in the District of Alaska they may be allowed not exceeding six dollars per day each, in lieu of subsistence. (Act Mar. 4, 1911, 36 Stat., 1415.)

EXAMINATION OF DESERT LANDS.

Provided, That if such examinations be made by detailed clerks or employees of the department they shall be entitled to actual necessary expenses for transportation, including necessary sleeping-car fares, and not exceeding three dollars per day in lieu of subsistence. (Act Mar. 4, 1911, 36 Stat., 1415.)

BUREAU OF MINES.

MINE INSPECTORS.

For per diem, subject to such rules and regulations as the Secretary of the Interior may prescribe, in lieu of subsistence, at a rate not exceeding three dollars per day each while absent from their homes on duty, except while in Alaska, when such allowance shall be at the rate of five dollars and for actual necessary traveling expenses of said inspectors * * *. (Act Mar. 4, 1911, 36 Stat., 1419.)

BUREAU OF EDUCATION.

EDUCATION IN ALASKA.

* * * *Provided*, That no person employed hereunder as special agent or inspector, or to perform any special or unusual duty in connection herewith, shall receive as compensation exceeding two hundred dollars per month, in addition to actual trav-

eling expenses and per diem not exceeding four dollars in lieu of subsistence * * *. (Act Mar. 4, 1911, 36 Stat., 1420.)

3. *Post Office Department.*—The act of March 4, 1911 (36 Stat., 1327), provides:

For per diem allowance of inspectors in the field while actually traveling on official business away from their home, their official domicile, and their headquarters, at a rate to be fixed by the Postmaster General, not to exceed three dollars per day * * *: *Provided*, That the Postmaster General may, in his discretion, allow inspectors per diem while temporarily located at any place on business exceeding twenty consecutive days at any one place, and make rules and regulations governing the foregoing provisions relating to per diem: *And provided further*, That no per diem shall be paid to inspectors receiving annual salaries of two thousand dollars or more, except the twenty-six inspectors receiving two thousand one hundred dollars each (p. 1328).

For per diem allowance of assistant superintendents while actually traveling on official business away from their home, their official domicile, and their headquarters, at a rate to be fixed by the Postmaster General, not to exceed three dollars per day (p. 1336).

Revised Statutes, section 4017, provides:

The Postmaster General may employ two special agents for the Pacific coast, and such number of other special agents as the good of the service and the safety of the mails may require. Such agents shall be entitled to a salary at the rate of not more than one thousand six hundred dollars a year each, and shall be allowed traveling and incidental expenses while actually employed in the service a sum not exceeding five dollars a day.

The act of June 17, 1878 (20 Stat., 140), provides:

That hereafter the per diem pay of all special agents appointed under section 4017, Revised Statutes, shall only be allowed for their actual and necessary expenses not exceeding five dollars per diem when they are actually engaged in traveling on the business of the department, except such, not exceeding ten in number, as are appointed by the Postmaster General to duty at such important points as he may designate, and nine Assistant Superintendents of Railway Mail Service, who may be detailed to act as superintendents of division of Railway Mail Service, who shall receive a salary of two thousand five hundred dollars per annum, and no more.

The act of June 11, 1880 (21 Stat., 177), provides:

For mail depredations and post-office inspectors * * * and the Superintendent of the Railway Mail Service and the chief of post-office inspectors shall be paid for their actual expenses while traveling on business of the department; and section 4017 of the Revised Statutes is hereby so amended as to insert in lieu of the words "special agents" and the word "agents" wherever they occur in said section the words "post-office inspectors."

The act of March 1, 1881 (21 Stat., 374), provides:

Hereafter the chief of post-office inspectors shall be paid actual expenses while traveling on the business of the department.

The act of July 5, 1884 (23 Stat., 156), provides:

Post-office inspectors shall be allowed four dollars per day, in lieu of the charges now permitted, for personal expenses.

The act of March 3, 1885 (23 Stat., 385), provides:

For mail depredations and post-office inspectors * * * and post-office inspectors shall be allowed four dollars per day, in lieu of the charges now permitted, for personal expenses.

The act of March 3, 1901 (31 Stat., 1107), provides:

For per diem allowance of inspectors in the field while actually traveling on business for the department, five hundred and fifty thousand dollars.

Provided, That the Postmaster General may, in his discretion, allow post-office inspectors per diem while temporarily located at any place on duty away from their home, or their designated domicile, for a period not exceeding twenty consecutive days at any one place, and may make rules and regulations governing the foregoing provisions relating to per diem.

The act of March 2, 1907 (34 Stat., 1205), provides:

For per diem allowance of inspectors in the field while actually traveling on official business away from their home, their official domicile, and their headquarters, at a rate to be fixed by the Postmaster General, not to exceed four dollars per day. * * * *Provided*, That the Postmaster General may, in his discretion, allow inspectors per diem while temporarily located at any place on business away from their home, or their designated domicile, for a period not exceeding twenty consecutive days at any one place, and make rules and regulations governing the foregoing provisions relating to per diem.

4. *Department of Commerce and Labor*.—The act of March 4, 1911 (36 Stat., 1227), provides:

For compensation and per diem to be fixed by the Secretary of Commerce and Labor of special attorneys, special examiners, and special agents, * * * the per diem to be * * * in lieu of subsistence at a rate not exceeding four dollars per day to each of said special attorneys, special examiners, and special agents, and also of other officers and employees in the Bureau of Corporations while absent from their homes on duty, outside of the District of Columbia * * *.

For per diem in lieu of subsistence of special agents and employees (Bureau of Labor, Department of Commerce and Labor) while traveling on duty away from their homes and outside of the District of Columbia, at a rate not to exceed three dollars a day.

The act of March 4, 1911 (36 Stat., 1432), provides for commutation to officers of the field force of the Coast and Geodetic Survey, Department of Commerce and Labor:

While on field duty, at a rate not to exceed two dollars and fifty cents per day each.

The act of March 3, 1899, as amended by section 10 of an act of March 6, 1902 (32 Stat., 53), provides:

That the special agents appointed under the provisions of this act * * * shall receive compensation at rates to be fixed by the Director of the Census: *Provided*, That the same shall in no case exceed six dollars per day and actual necessary traveling expenses and an allowance in lieu of subsistence not exceeding three dollars a day during their necessary absence from their usual place of residence. * * * *And provided further*, That the Director of the Census is hereby authorized, in his discretion, to employ the clerical force of the Census Office for such field work as may be required * * * and such employees when so employed shall be allowed in addition to their regular compensation actual necessary traveling expenses and an allowance in lieu of subsistence not exceeding three dollars per day during their necessary absence from the Census Office.

The act of July 2, 1909, section 18 (36 Stat., 7), provides:

That special agents may be appointed by the Director of the Census * * * and shall receive compensation at rates to be fixed by the Director of the Census: *Provided*, That the same shall in no case exceed six dollars a day and an allowance in lieu of subsistence not exceeding three dollars a day during necessary absence from their place of residence.

The act of May 14, 1908 (35 Stat., 163), provides:

That every lighthouse keeper and assistant lighthouse keeper in the Lighthouse Establishment of the United States shall be entitled to receive one ration per day or, in the discretion of the Lighthouse Board, commutation therefor at the rate of thirty cents per ration.

5. *Treasury Department*.—The act of March 3, 1885 (23 Stat., 404), provides:

* * * Internal revenue agents * * * for per diem in lieu of subsistence, while traveling on duty, said agents shall receive at a rate to be fixed by the Secretary of the Treasury, not exceeding three dollars per day.

The act of February 3, 1905 (33 Stat., 652), provides:

* * * Internal revenue agents assigned to the duty of examining the accounts of collectors of internal revenue shall receive for per diem in lieu of subsistence, when

absent from their legal residence on duty, a sum to be fixed by the Commissioner of Internal Revenue, approved by the Secretary of the Treasury, not to exceed four dollars.

The act of March 26, 1908 (35 Stat., 46), provides:

That every keeper of a life-saving station and every surfman in the Life-Saving Service of the United States shall be entitled to receive one ration per day, or, in the discretion of the Secretary of the Treasury, commutation thereof at the rate of thirty cents per ration.

III. *Miscellaneous allowances in the nature of travel allowances.*

1. *War Department.*—The household goods and personal effects of officers and enlisted men of the Army are packed, crated, and transported on change of station at the expense of the United States, the authority for such transportation being found in the annual appropriation act for the transportation of the Army and its supplies, and that for the fiscal year 1912 being in 36 Statutes, 1050, which reads as follows:

For the transportation of the Army and its supplies, including transportation of the troops when moving either by land or water, and for their baggage, including the cost of packing and crating, * * *.

2. *Navy Department.*—Revised Statutes, section 1612, provides:

The officers of the Marine Corps shall be entitled to receive the same pay or emolument as is or may be provided by or in pursuance of law for the officers of like grades in the Infantry of the Army.

3. *Department of the Treasury.*—The law of April 12, 1902 (32 Stat., 100), provides for the commissioned officers of the Revenue-Cutter Service:

The same pay and allowances, except forage, that are now or may hereafter be provided by law for officers of corresponding rank in the Army.

4. *Department of Agriculture.*—An act of March 4, 1911 (36 Stat., 1265), provides:

That hereafter officers and employees of the Department of Agriculture transported from one official station to another for permanent duty, when authorized by the Secretary of Agriculture, may be allowed actual traveling expenses, including charges for the transfer of their effects and personal property used in official work, under such rules and regulations as may be prescribed by the Secretary of Agriculture.

IV. *Limits imposed by law upon traveling expenses.*

1. *Post Office Department.*—An act of March 4, 1911 (36 Stat., 1327), appropriates for travel and miscellaneous expenses, in the case of the office of the Postmaster General, the office of the First Assistant Postmaster General, the office of the Third Assistant Postmaster General, and the office of the Fourth Assistant Postmaster General, the sum of $1,000 (pp. 1329, 1333, 1337, 1338, 1339).

The same act (p. 1336) provides:

That hereafter in addition to the salaries by law provided the Postmaster General is hereby authorized to make travel allowances, not exceeding in the aggregate the sum annually appropriated, to railway postal clerks assigned to duty in railway post office cars for actual expenses incurred by them while on duty, after ten hours from the time beginning their initial run, under such regulations as he may prescribe, and in no case shall such allowance exceed one dollar per day.

2. *Department of Justice.*—Section 12 of the act of May 28, 1896 (29 Stat., 183), provides for actual traveling expenses of marshals, lodging and subsistence, not to exceed $4 a day.

Section 8 of the same act provides for actual traveling expenses of district attorneys and assistants, with a limit of $4 a day on lodging and subsistence.

The act of February 19, 1909 (35 Stat., 640), allows office deputy marshals actual expenses for lodging and subsistence not to exceed $3 a day.

3. *Judges of courts.*—The act of March 4, 1911 (36 Stat., 1427), provides for:

> Reasonable expenses actually incurred for travel and maintenance of circuit and district judges of the United States and judges of the district courts of the United States in Alaska, Hawaii, and Porto Rico, consequent upon their attending court or transacting their official business at any place other than their official place of business, not to exceed ten dollars a day.

4. *Interstate Commerce Commission.*—An act of March 4, 1911 (36 Stat., 1397), provides for inspectors and employees of the Interstate Commerce Commission under act of February 17, 1911 (36 Stat., 913):

> To promote safety of employees, and so forth, and travelers upon railroads by compelling common carriers engaged in interstate commerce to equip their locomotives with safe and suitable boilers and appurtenances thereto;
>
> For the payment of all authorized officers * * * including * * * allowance in lieu of subsistence while away from their official headquarters to persons whose traveling expenses are authorized by this act to be paid and not to exceed four dollars a day.

Exhibit 2 E.

DECISIONS OF THE COMPTROLLER OF THE TREASURY RELATING TO TRAVEL EXPENDITURES.

["Pub." refers to published decisions; "MS." to manuscript decisions.]

1. *Reimbursement of traveling expenses by mileage allowance or otherwise not compensation.*

An officer of the Revenue-Cutter Service who, while on leave of absence traveled from Seattle, via San Francisco and New York, to Washington, and who was subsequently detached from his vessel at Seattle and directed to report to the Secretary of the Interior for duty, is not entitled to reimbursement of the expenses incurred in the performance of such travel, the travel not having been performed on public business or under orders, notwithstanding that his employment by the Interior Department had been previously contemplated and that his account for such expenses was subsequently approved by the Secretary of the Treasury. (17 MS., 1228.)

A mileage allowance is a commutation for traveling expenses. (1 pub., 521; 5 id., 99.)

Payment of traveling allowances on discharge to an enlisted man of the Marine Corps who at the time of his discharge was indebted for clothing overdrawn is not prohibited by the provision of section 1766, Revised Statutes, that no compensation shall be paid to any person who is in arrears, traveling allowances on discharge not being in the nature of compensation. (8 pub., 624.)

The mileage of the clerk of the United States district court for the district of South Dakota in going to attend court, being in the nature of a reimbursement for expenses and not a fee for services rendered, is not doubled by the provisions of the act of July 31, 1894, and section 840, Revised Statutes, authorizing him to receive double fees for his services. (1 pub., 531.)

2. *Travel expenses paid only when travel has been ordered by competent authority.*

The Director of the Mint is not authorized to travel on public business of the Treasury Department without the order or authorization of the Secretary of the Treasury. (7 pub., 178.)

To entitle an officer of the Navy to mileage under the act of March 3, 1835, the travel must have been performed under orders issued by competent authority. (1 pub., 381.)

An officer of the Navy who performed travel which was not required by his orders is not entitled to mileage therefor under orders subsequently issued. (15 MS., 72.)

An officer of the Navy who was granted a leave of absence to enable him to return to his home before receiving his discharge, but who received no orders for travel, is not entitled to mileage therefor. (6 MS., 477.)

The law and regulations requiring a specific order prior to the commencement of the journey must be strictly complied with, and the officer must make the journey within a reasonable time, in accordance with the order, to acquire a right to mileage. (4 pub., 175.)

Under the provision in section 420, Revised Statutes, relating to the bureaus of the Navy Department, that "all of the duties of the bureau shall be performed under the authority of the Secretary of the Navy, and their orders shall be considered as emanating from him and shall have full force and effect as such," an order of the Navy issued by the Bureau of Navigation, under authority of the Navy, directing an officer to perform a journey, is sufficient authority for him to perform the travel and to entitle him to mileage therefor, without the approval of the Secretary. (9 pub., 351.)

A civilian employee of the Navy Department is entitled, for travel under orders, to reimbursement of his actual necessary expenses incurred en route during his detention in quarantine, provided that during his detention he is in condition and readiness for service.

A civilian employee of the Navy Department is not entitled, for travel under orders, to reimbursement of his actual necessary expenses incurred en route during his detention, not being incident to the service.

The ratification of the Navy Department of travel performed by a civilian employee not strictly in obedience to orders has the same effect as the issuance of prior orders to him directing the performance of the travel, and entitles him to reimbursement of his actual necessary expenses. (12 pub., 476.)

An officer of the Army is not entitled to mileage for travel unless the travel is performed under an order or its equivalent, issued by competent authority, or unless the action of the officer in performing the travel is subsequently ratified. (13 MS., 426; 14 id., 877; 16 id., 1344; 17 id., 9962.)

3. *Travel expenses of a person not yet appointed by the Government may not be paid.*

The power of appointment to the office of regular assistant district attorney is vested by law in the Attorney General, and until he actually appoints a person to said office such person is not entitled to reimbursement by the United States of traveling expenses incurred while assuming to act as an assistant district attorney, notwithstanding the travel was performed upon the request of the district attorney. (15 pub., 630.)

A paymaster's clerk in the Navy is not entitled to traveling expenses in going to his vessel before accepting appointment and taking the oath of office. (6 pub., 178.)

Where a paymaster's clerk in the Navy had accepted his appointment and taken the oath of office, he was entitled to traveling expenses in going to his vessel, notwithstanding he had not passed the physical examination at the time such expenses were incurred. (10 pub., 513.)

The Secretary of Agriculture is authorized to enter into an agreement to pay the traveling expenses to be incurred by a person not in the employment of the Government from his place of residence to New York City for consultation with an officer of the department for the purpose of determining the advisability of employing him therein. (13 MS., 1029.)

4. *Travel expenses payable only for travel on public business.*

Mileage is a form of reimbursement for money expended by an officer in the Government service, and public business is the foundation on which mileage rests. (2 pub., 410.)

The expenses incurred by civil officers and employees in traveling upon public business by order of a head of department are an incident to the object in connection with which the travel is performed, and in the absence of other provisions of law they are entitled to be reimbursed therefor from the appropriation for that object. (4 pub., 475.)

An officer whose office is at the seat of government is entitled to reimbursement for the traveling expenses only when he is absent therefrom on official business, and if, when absent on a vacation, his official duties require his presence in Washington, to travel from the place where he happens to be to Washington and return, is not travel upon official business. (3 pub., 170.)

A musician in the band, United States Marine Corps, is not entitled to travel pay on a discharge given at his own request for his own convenience. (3 pub., 640.)

An officer who travels on private business from Austin, Tex., to Charlottesville, Va., and is then assigned to duty at Washington and not required to return to his station at Austin, is not entitled to be reimbursed for his expenses from Austin to Charlottesville, notwithstanding the fact that he would within a short time have been assigned to duty at Washington and entitled to his expenses in traveling from Austin to Washington. (1 pub., 479.)

A district attorney in attendance upon a court held at a place other than that of his abode went to his home on Saturday and returned on Monday to the same place to attend a hearing before a commissioner. The court still being in session, he attended and charged a per diem for Monday. Held: That mileage for travel from his home to attend the hearing before the commissioner can not, under the circumstances, be allowed as travel "actually and necessarily performed," as required by act of February 22, 1875. (1 pub., 555.)

Under the provision that district attorneys shall be allowed necessary expenses for lodging and subsistence and actual and necessary traveling expenses while necessarily absent from their official residences, on official business, a district attorney who, while on an official journey, stopped at a place for his own convenience, and was taken sick there, is not entitled to reimbursement for lodging and subsistence during such sickness. (6 MS., 788.)

5. *Travel expenses from the home of an officer to his official headquarters or station are not ordinarily payable.*

Travel by an officer from his personal residence to his official station is not travel upon public business or duty. (6 pub., 170.)

The official station of an officer or employee is the place where it is his duty to be, except when his duties require his temporary absence therefrom. (5 pub., 592.)

A deputy consul general is a "consular" officer within the meaning of the term "diplomatic and consular officers" as used in the act of June 30, 1906, and is entitled to mileage as provided by that act for travel performed in going to the place to which he was appointed. (13 pub., 357.)

A clerk for the fisheries steamer *Albatross* is entitled to travel expenses from the place of his appointment and entry upon duty in connection with the steamer to the place of his reporting for duty on board the steamer. (12 pub., 658.)

6. *The payment of traveling expenses of persons changing stations is dependent upon the character of the office or employment.*

An employee appointed or employed while in Washington, D. C., as a stenographer and typewriter at Portland, Me., is not entitled to traveling expenses for proceeding to his place of service, the contract with him not having provided therefor. (5 pub., 179; 6 MS., 1059; 1 id., 622, 738; 15 id., 116, 716; 16 id., 279; 17 id., 723; 21 id., 542.)

A transfer of a clerk from one land office to another is in effect a new appointment to a new position, and a clerk so transferred is not entitled to traveling expenses in going to his place of duty under his new appointment. (7 MS., 110.)

The transfer of a special laborer from the department of supplies and accounts, navy yard, Boston, Mass., to the Bureau of Supplies and Accounts, Navy Department, Washington, D. C., is in effect a new appointment to a new place, and said employee is not entitled to reimbursement of his traveling expenses in going to his post under his new appointment. (9 pub., 751.)

Where a per diem employee of the New York Navy Yard was detailed to Key West, Fla., for special service in the line of his employment and was subsequently ordered back to New York, payment of his claim, approved by the Navy Department, for reimbursement of traveling expenses, is authorized. (10 pub., 387.)

A second-class leading ship's draftsman at the naval station at Cavite who is transferred and appointed a third-class ship's draftsman at the navy yard at Boston, with a reduction in pay, is continuously in the service and entitled to reimbursement of his actual necessary expenses of travel incurred during transfer. (12 pub., 566.)

A clerk who is ordered to a new station and is granted leave of absence, and who at the expiration of such leave proceeds to his new station, is entitled to traveling expenses, not to exceed the amount which it would have cost him to proceed directly to his new station. (8 pub., 189.)

A special Indian agent not assigned to any station, who had been granted leave of absence and had proceeded to his home, is entitled to traveling expenses for travel under orders to a place designated upon the expiration of his leave. (8 pub., 734.)

A person appointed to and holding two distinct employments at separate places is not entitled to traveling expenses for travel from one place to the other, in order to discharge his duties at the two places. (9 pub., 105.)

A person who is appointed to an office or employment, having no fixed place for the performance of his duties, is entitled to traveling expenses incurred by him while traveling under orders from the place where he received and accepted his appointment to the place at which he was required to perform particular duties. (6 pub., 672; 11 ms., 610.)

7. *Travel expenses allowed only when officer or employee is away from home or in the field.*

The word "home" as used in the act of March 15, 1898, which provided for per diem in lieu of subsistence of special agents and employees of the Department of Labor "while traveling on duty away from home," means the usual place of abode of the agent or employee. (5 pub., 733.)

An officer who rents an apartment and lives therein with his family, having a table in common with them, and keeping no separate account of his individual expenses, is not entitled to reimbursement for an estimated portion of such expenses as traveling expenses. (8 pub., 118.)

An Indian inspector who was assigned to duty at Muskogee, Ind. T., and directed to locate and establish his headquarters there, is not, while at such headquarters, "on duty in the field," within the meaning of the provisions for traveling expenses "when actually employed on duty in the field" contained in the act of March 1, 1899. (6 pub., 595.)

Under the appropriation for mail depredations and post-office inspectors, an inspector is entitled to a per diem allowance only while in the field and actually engaged in traveling on public business. (5 pub., 161.)

8. *The Comptroller is ultimately to determine what are "necessary traveling expenses."*

A district attorney is usually entitled to mileage for travel of himself or an assistant to attend an examination before a commissioner at a point where another assistant lives in all cases where he deems such action necessary. The approval of the account by the court is conclusive proof of the proper exercise of his discretion, unless from facts presented to the accounting officers the necessity is shown not to have existed, and the travel is, under the circumstances, unreasonable. (1 pub., 549.)

Under the provisions in the act of June 7, 1900, that in cases where orders are given for travel by officers of the Navy "to be performed frequently between two or more places in the same vicinity, the Secretary of the Navy may, in his discretion, direct that actual and necessary expenses only be allowed," the places of Barberton, Ohio, and Cleveland, Ohio, which are 46 miles apart, having no peculiar relations with each other except those commercial relations which usually exist between places similarly situated, and the duties required to be performed at those places in this case having no connection with each other, those places can not be regarded as in the same vicinity within the meaning of the statute, and the Secretary of the Navy is not authorized to direct the payment of actual expenses, instead of mileage, for the travel so performed, (7 pub., 227.)

9. *But accounting officers will in large degree be governed in their determinations by the action of heads of departments.*

Under the provisions in the act of June 7, 1900, that in cases where orders are given for travel by officers of the Navy "to be performed frequently between two or more places in the same vicinity, the Secretary of the Navy may, in his discretion, direct that actual and necessary expenses only be allowed," the determination by the Secretary of the Navy that certain places are in the same vicinity is entitled to great weight, and it should not be disregarded except for the most cogent reasons. (7 pub., 376; 17 ms., 1436; 18 id., 480.)

When the head of a department approves a voucher for the traveling expenses of an employee at sea, containing items for wine or carbonated waters used for the specific purpose of controlling seasickness and not merely as a beverage, with knowledge that the liquids are so used, the amount thereof must be allowed. It is for the head of the department to determine, within his discretion, whether such items are a necessary expense of travel under the circumstances. (1 pub., 404.)

The question whether sleeping-car accommodations, for a short trip, are necessary is one for the decision of the officer having control of the appropriation, and is not within the jurisdiction of the accounting officers. (2 pub., 198.)

Where the Secretary of the Navy has approved an amount claimed as actually expended for stewards' fees by a naval officer traveling abroad under orders, it must be treated as conclusive, under the provisions of the act of August 5, 1882, it being the practice to allow

officers of the Government reimbursement for such expenditures as a necessary expense of travel abroad. (3 pub., 121; 15 ms., 70.)

The determination of the Secretary of the Navy that expenses of an officer of the Navy for medicines and medical attendance are incurred under circumstances entitling him to reimbursement (sec. 1586, Rev. Stat.) is conclusive. (2 pub., 241.)

10. *The decision of the head of a department may be expressed through general regulations.*

The determination of the classes of expenditures to be allowed as traveling expenses is a proper subject for regulation by the head of the department, and where such regulations have been made they must ordinarily be regarded as controlling. (9 pub., 156.)

The classes and items of personal expenses that may be allowed to officers and employees of the Navy Department and the maximum amount that may be approved therefor by the Navy Department are proper subjects for regulation by the Secretary of the Navy, and such regulations should ordinarily be regarded as controlling, but the accounting officers of the Treasury Department are not bound by the approval by the Navy Department of traveling-expense accounts of officers and employees of that department; nor are they bound by the disapproval by the Navy Department of such accounts, except in the case of officers of the Navy traveling abroad under orders.

The Secretary of the Navy may provide by regulation that civilians outside of the Government service who are subpœnaed as witnesses on behalf of the Government may be allowed mileage at the rate of 5 cents per mile and a per diem of $1.50 per day, but civilian employees of the United States who are subpœnaed as witnesses on behalf of the Government are not entitled to mileage or per diem, but to their regular salaries and actual and necessary expenses only, their rights being controlled by section 850 of the Revised Statutes. (14 pub., 143.)

11. *Such regulations may be waived by the authority prescribing them.*

When the Interstate Commerce Commission waives its regulation fixing a limit of $5 per day for the hotel expenses of its employees when ordered away from Washington, the accounting officers will allow vouchers for such an amount actually expended in excess of $5 as the commission may decide is proper and necessary. (4 pub., 266.)

The approval by the head of a department of an account, where a regulation has not been complied with is sufficient evidence of the waiver of a regulation. (4 pub., 367.)

12. *Travel must ordinarily be over shortest route, but need not be direct and continuous.*

An officer traveling under orders upon public business or duty is entitled to actual and necessary traveling expenses or mileage, as provided by law, for travel over the shortest usually traveled route only, unless the exigency of the travel necessitates the use of a longer route. (6 pub., 93; 20 MS., 231.)

An officer of the Navy in computing his mileage for travel under orders will be governed as to distance by the Official Table of Distances, prepared by the Paymaster General of the Army and promulgated by the Secretary of War, although such tables had not been received by him at the time the travel was performed. (9 pub., 749.)

The question as to which is the "shortest usually traveled route" is one of fact for determination in each particular case, due consideration being given to the time required and the convenience of travel. (1 pub., 115.)

When there are two or more usually traveled routes between two points there is no authority for computing mileage over the longest because of some inconvenience to the traveler in using the shortest route. (6 pub., 479.)

Where the shortest route was not practicable an officer is entitled to mileage for travel by the shortest route which was practicable at the time. (15 MS., 1; 21 MS., 975.)

Under act of March 2, 1897, providing that the mileage to be paid to officers of the Army shall be computed over the shortest usually traveled routes, it will be so computed when the order directing the travel does not prescribe the route to be taken, although the transportation furnished may be over a route actually longer, if, in traveling by such route, the expenses of the officer are not thereby materially increased. (4 pub., 74.)

A deputy marshal is not entitled, in executing a warrant of arrest, to mileage in excess of the distance by the usually traveled route from the place where the process was returned to the place of service. (10 pub., 806.)

A district attorney who leaves the place of his official residence to attend at a fixed time upon court at another place in his district is entitled to reimbursement for his actual traveling expenses in making the direct trip, although he may leave his official residence before it is necessary to do so to make the continuous travel and stop over en route for his own convenience. (3 pub., 630.)

13. *Items included in traveling expenses.*

An officer of the Navy traveling under orders entitling him to necessary and actual traveling expenses is entitled to subsistence as a part of such expenses. (7 pub., 728.)

The provision in the appropriation for the international exposition at Paris in 1900 that the compensation prescribed therein for the commissioner general, assistant commissioner general, and secretary "shall be in lieu of all personal expenses other than traveling expenses while engaged in exposition work," does not prohibit reimbursement to those officers of expenses usually incident to travel when away from their headquarters traveling on the business of the exposition. (5 pub., 474.)

Under section 8 of the act of May 28, 1896, authorizing payment to a district attorney of his "necessary expenses for lodging and subsistence actually paid, not exceeding $4 per day, and actual and necessary traveling expenses," the expense of a berth in a sleeping car will be allowed as a traveling expense and not as expense for lodging. (3 pub., 386.)

Under the act, approved March 3, 1885, which provides for "a per diem in lieu of subsistence" for internal-revenue agents, an internal-revenue agent is entitled to reimbursement for sleeping-car fare paid by him while traveling on duty. (5 pub., 508.)

Parlor-car and sleeping-car accommodations are incident to personal transportation, and officers of the Army traveling without troops during the fiscal year 1898 are entitled thereto, or to reimbursement for the cost thereof, when authorized by the head of the department under whose orders they travel. (6 MS., 31, 71.)

A post quartermaster sergeant who is retired and directed to proceed to his home is entitled under paragraphs 133 and 1212 of the Army Regulations to transportation, including sleeping-car berth. (1 pub., 340.)

A sergeant in the Marine Corps performing special clerical duty at the headquarters of the corps is not a clerk within the clause "for expenses of clerks of the United States Marine Corps traveling under orders," contained in the act of July 26, 1894, making appropriation for the naval service; neither does he come within the class of persons entitled to the sleeping-car berths under paragraph 1212 of the Army Regulations. (2 pub., 183.)

The expense of hack hire necessarily incurred by an office deputy marshal while absent from his place of regular employment on official business in connection with the transportation of Federal prisoners is an actual traveling expense contemplated by the act of May 28, 1906, and when reasonable in amount and approved by the Attorney General may be paid from the appropriation "Salaries, fees, and expenses of marshals, United States courts." (15 pub., 218.)

Under the provision for "reasonable fees to porters," in the regulations of the Treasury Department relating to allowances for traveling expenses, no discrimination between night service and day service of porters on railway trains is authorized. (5 pub., 224; 18 MS., 673.)

An officer of the Navy traveling under orders as a passenger on a Navy vessel is not entitled to reimbursement for gratuities paid to servants. (7 pub., 237.)

An officer of the Army is not entitled to reimbursement for fees to servants on a transport. (17 MS., 1527.)

14. *Officers who by law are granted mileage allowances may not receive actual expenses unless the law permits.*

An officer of the Army serving under the Lighthouse Establishment is not entitled to reimbursement of actual expenses in lieu of mileage for travel performed in obedience to orders in going to and from places inaccessible to common carriers. (12 pub., 510.)

The word "allowance" as used in the act of April 12, 1902, which provides that commissioned officers of the Revenue-Cutter Service shall receive "the same pay and allowances, except forage," that are provided by law for officers of the Army of corresponding rank, includes mileage, and commissioned officers of that service are not entitled to traveling expenses for land travel performed by them since the passage of that act. (8 pub., 749.)

Officers of the Navy detailed for duty in another branch of the public service are subject to the laws providing for mileage, and they are not entitled to actual traveling expenses for travel on such duty. (2 MS., 352.)

15. *Officers having mileage allowances who receive transportation must deduct its cost from their allowances.*

When an officer of the Army traveling under orders is furnished by the Government with a transportation ticket on a commercial steamer, which includes subsistence and stateroom without extra charge therefor, he is entitled, under the act of March 2, 1901, to mileage at the rate of 7 cents per mile for the journey, less a deduction of 3 cents per mile for the transportation furnished. (12 pub., 297.)

An officer of the Army can not acquire a right to mileage by refusing or neglecting to avail himself of transportation which was provided by the Government. (14 MS., 437.)

The cost of a local ticket, of the class obtained, between points for which transportation in kind is furnished, should be deducted from the mileage allowance. (5 pub., 196; 6 id., 479.)

16. *Since the passage of the act of Congress of March 3, 1875, a per diem allowance in lieu of subsistence may not be granted to an officer whose compensation is fixed by law, but may be granted to an employee whose compensation is by law to be fixed by the head of a department or bureau.*

The act of March 3, 1875, which provides that "only actual traveling expenses shall be allowed to any person holding employment or appointed under the United States," except as therein provided, prohibits an allowance as compensation which is in the nature of commutation of traveling expenses. (6 pub., 965; 21 MS., 768.)

The allowance to a person "holding employment or appointment under the United States" of a per diem in lieu of actual traveling expenses is prohibited by the act of March 3, 1875. (4 pub., 9.)

The allowance to an officer whose compensation is fixed by law of a fixed sum in lieu of all expenses, exclusive of transportation and sleeping car fare, is not authorized by law. (7 MS., 17.)

Where the compensation of an employee is fixed by contract, provision may be made therein for an allowance for traveling expenses to and from his place of service as a part of his compensation. (7 MS., 825.)

In the employment of a civil engineer the Secretary of War, having power to fix the compensation to be paid, may also provide for the payment of traveling expenses to and from Washington. (1 pub., 106.)

The act of March 3, 1875, refers to actual traveling expenses, and does not prohibit the head of a department, having discretion to contract for the services of an employee, from agreeing with such employee upon an amount to include compensation and all expenses So, also, may the contract be for a fixed sum as com-

pensation and an amount per day as additional compensation when absent from headquarters. (5 pub., 105; id., 424; and 5 id., 658.)

The members of a commission, composed of members of the National Academy of Sciences and appointed by the president thereof, while engaged in preparing for the academy a report on forested lands at the request and for the assistance of the Secretary of the Interior under the authority of the act of June 11, 1896, are not "holding employment or appointment under the United States within the meaning of the act of June 16, 1874, limiting persons so situated to actual traveling expenses." (3 pub., 6.)

17. *Items included in per diem allowances in lieu of subsistence.*

The words "exclusive of subsistence," when used in connection with traveling expenses, are held to exclude all hotel expenses, rooms, and lodgings as well as meals, unless the language in the appointment or orders or the circumstances in the case are such as to indicate that the word "subsistence" is used in its more limited sense. (2 pub., 497.)

Detention by sickness of an internal-revenue gauger while traveling is not an incident of the travel performed by him, and he is not entitled to reimbursement for board while so detained. (8 pub., 278.)

An internal-revenue agent while temporarily detailed for duty in Washington as acting chief of internal-revenue agents is "absent from home while traveling on duty" within the meaning of the act of March 3, 1885, and the regulations, and is entitled to a per diem allowance in lieu of subsistence, although the chief of internal-revenue agents while permanently detailed for duty in Washington is not entitled to such allowance. (3 pub., 583.)

An office deputy marshal is not entitled to reimbursement for the expense of laundry as a traveling expense, neither can he be reimbursed for the cost of laundry as an incident to lodging and subsistence in the absence of a regulation to that effect by the Attorney General. (15 pub., 539.)

An officer of the Navy is entitled to reimbursement of quarantine charges as a part of his traveling expenses when actually and necessarily paid by him while traveling under orders outside of the limits of the United States. (13 pub., 369.)

18. *Baggage and household effects.*

A clerk in the medical department at large, War Department, is embraced within the term "troops" as used in the provision in the act of May 11, 1908, for "transportation of the troops * * * and of their baggage, including the cost of packing and crating," and is entitled upon change of station to have his baggage or household goods packed and crated at the expense of the United States. (16 pub., 173.)

An officer of the Marine Corps ordered from one shore station to another shore station is "changing stations," and is entitled to transportation of baggage. (1 pub., 424.)

An officer of the Navy is not entitled to reimbursement for expenses incurred by him in transporting his baggage on change of stations, there being no provision of law therefor. (6 pub., 317; 21 MS., 400.)

19. *Verification of expense accounts.*

Under paragraph 3 of Treasury Department Circular No. 52, of 1907, the expense accounts of the civilian officers, employees, and agents of the Government are required to be verified by affidavit regardless of the amount thereof and regardless of whether all the expenditures therein are supported by subvouchers or not.

Accounts for per diems in lieu of subsistence of civilian officers, employees, and agents of the Government are not required to be verified by affidavits. (15 pub., 20.)

The Secretary of the Treasury is the only officer of the Government who has authority to waive or revoke the requirement of paragraph 3 of Treasury Department Circular No. 52 of 1907, which provides that expense accounts of civilian officers, employees, and agents of the Government shall be verified by affidavit, and without such a waiver the accounting officers must enforce said regulations where the vouchers are not verified by affidavit, but are supported by an attached statement of claimant in each case that there was no notary public within a reasonable distance. (13 pub., 323.)

The forms for rendering expense accounts, prescribed by the Comptroller of the Treasury under the direction of the Secretary of the Treasury, by authority of the act of July 31, 1894, require the officers, agents, and employees of the Post Office Department to verify under oath their expense accounts, except those coming under the postal revenues, and the Postmaster General is not authorized by law to disregard such requirement. (11 Comp. Dec., 812, distinguished.) (14 pub., 13.)

An account of a night watchman for expenses incurred while traveling on public business, being for 28 days, at $2 per day, estimated, not supported by evidence of expenses actually incurred and none being obtainable, he having since died, may be paid on the certificate of the disbursing officer that to the best of his knowledge and belief the amount of $2 per day was actually expended therefor. (12 MS., 753.)

As there is no provision of law requiring vouchers for traveling expenses to be verified by affidavit the Isthmian Canal Commission is authorized to determine for itself what evidence it will require as to the correctness of such vouchers presented by its employees. Affidavits to vouchers for such traveling expenses will not be required by the accounting officers of the Treasury. (11 pub., 812.)

An inspector of hulls in the Steamboat-Inspection Service is entitled to reimbursement of notary public fees paid by him in verifying his traveling expense account, as required by the act of March 3, 1905, which provided that such accounts should be certified and sworn to by the inspector. (12 pub., 285.)

EXHIBIT No. 3 E.

DRAFT OF REGULATIONS IN RELATION TO TRAVEL BY GOVERNMENT EMPLOYEES.

Travel authority.

It is hereby ordered that all travel required in the transaction of the business of the Department of ———, its bureaus and offices, shall hereafter be authorized or approved by an order in writing which

shall specify the duty assigned and the travel to be performed as specifically as circumstances will permit. This order shall be signed by the Secretary of ——— or the chief of the bureau or office or other officer under whose supervision and direction the travel is performed and to whom such authority has been delegated. In the absence of such authority no claim for reimbursement of traveling expenses will be allowed, except in cases of actual and extreme emergency.

A letter of authorization for travel must designate the official station and temporary headquarters of the employee, if temporary headquarters are to be assigned. Unless temporary headquarters are mentioned in the letter of authorization, the employee will not be considered as having any headquarters. The matter of selecting official stations when not provided in an act of Congress, a departmental regulation, a commission of appointment, or a contract of employment and assigning temporary headquarters is placed in the control of the chiefs of bureaus and independent divisions subject to the approval of the Secretary, and each chief is expected to select official stations and assign temporary headquarters with justice and equity to employees and in accordance with the best interests of the service.

Travel expenses defined.

Except where otherwise provided by law, the expenses of all persons, when traveling on official business for or on account of the Department of ———, or any of the bureaus or offices connected therewith, shall be confined to "actual and necessary" expenses usual and essential to the ordinary comfort of travelers.

All travel performed upon department business must be by the shortest practicable route, unless otherwise authorized, and without any unusual or unnecessary delay. The route should be carefully arranged to avoid unnecessary duplication of travel.

What travel expenses may be allowed.

1. *Railroad and steamer fares.*—Fares upon railroads, stage coaches, steamers, packets, or other usual modes of conveyance; charges for fares on steamers, packets, or other means of travel by water must show whether or not meals are included.

Through tickets, excursion tickets, and round-trip tickets must be purchased whenever practicable. When there is a difference between the fares paid on two occasions during the same detail for journeys between the same points by the same railroad, steamer, or stage route, either going or coming, an explanation of the larger amount charged in the account must be given.

Mileage books may be procured, when in the interest of the Government, by exchanging transportation requests therefor, but the use of these books is not recommended except in connection with short trips within specifically described territory and where the traveler knows definitely that books purchased will be entirely used within the same fiscal year. Mileage books must not be used by the military branches of the Government over land-grant roads. When a mileage book is secured, the fact must be immediately reported to the disbursing officer, or other officer having charge of the same; the report

must give the number of the transportation request exchanged, the name of the railroad issuing the book, the number of the book, and the number of miles contained therein, the cost of the book (together with the amount of the rebate, if any), and all other information necessary to enable the disbursing officer to keep an accurate account of the use of said book. Each mileage book will be charged to the employee in whose name it is issued; he will be held strictly accountable for its proper use and the correctness of the number of miles detached for travel between different points, and when the mileage book is exhausted or when no further travel is to be performed on official business with said book, or when the time limit of the book is about to expire the purchaser of said book should forward same to the disbursing officer without delay for settlement. An employee must make full adjustment for a mileage book as soon as practicable after same has been completely used. An employee in possession of a mileage book at the time of his separation from the department must settle his accountability therefor before final payment of his salary will be made.

2. *Extra baggage.*—Charges for "extra baggage" will not be allowed except in cases where the extra weight consists of public property, or private property to be used for public purposes, and must be explained.

3. *Special conveyances.*—Special conveyances, such as livery or the hire of a boat, when no public or regular means of transportation are available.

4. *Care of horses and subsistence of driver.*—Unless the contract for a special conveyance hired while traveling on official business includes feed and stabling of horses and the subsistence and lodging of driver, or any of these items, the subvoucher must state separately the items not so included.

5. *Field-party expenses.*—Officials in charge of field parties may, when duly authorized, hire horses, and employ drivers, laborers, cooks, and other temporary minor assistants for service in the field, subject to civil-service rules when possible, during an entire field season. When necessary they may also purchase camp outfits, and subsistence supplies, vouchers to be taken therefor. Vouchers for subsistence supplies for camp use must show the number of persons composing the field party for the use of which the supplies are purchased.

6. *Transfer of self and baggage.*—Fares on street car, transfer coach, omnibus, or other vehicle, and the transfer of baggage: A charge not to exceed 50 cents for either transfer coach or omnibus or for the transfer of baggage if within the legal rate; payment in excess of this amount must be explained in writing.

7. *Checking and handling of baggage.*—The checking and porterage of hand baggage at hotels and depots, not to exceed 10 cents for each piece of baggage.

8. *Steward fees and steamer chairs.*—Customary fees to stewards and others on ocean, coastwise, or river steamers; usual rent of steamer chair.

9. *Fees in foreign countries.*—The payment of customary and reasonable fees to guides, interpreters, porters, waiters, and others when traveling in foreign countries.

10. *Meals, lodging, laundry, service fees.*—Hotel expenses (board and lodging, bath, and reasonable tips to waiters) when the deten-

tion is incident to, or necessary for, the performance of the duties for which the travel is ordered. The use of an extra room at a hotel, during the daytime, when found necessary for the proper transaction of official business; porterage, transferring baggage to and from rooms at hotels, or other place of abode, not in excess of 25 cents, at the time of arrival or departure. Necessary meals, en route, but for no other items of refreshment than the ordinary food provided for travelers. Charges for meals must be itemized by meals in every instance. A subvoucher for a single meal only is not required.

Except where otherwise provided by law, hotel expenses as above defined shall not be allowed in excess of $5 a day; provided, however, that this limit may be exceeded in exceptional cases with the special authorization or approval of the Secretary of ———.

11. *Laundry.*—Reasonable expenses for laundry, when the travel continues a week or more, not to exceed $1.25 a week. Fractional portions over a week to be prorated at the rate of 20 cents a day. Charges for laundry must include all expenses incurred for that item during the period for which the account is rendered and not brought forward from a previous account. Subvouchers must be obtained when practicable. Charges incurred for laundry at official headquarters at the termination of a trip will be allowed if the proportionate amount for the week is not exceeded. Under no circumstances will an employee be reimbursed for expenses incurred for laundry at his official headquarters. Allowance for laundry and waiter's fees do not apply to employees receiving a per diem in lieu of subsistence.

12. *Telegraph and telephone service.*—Charges for telegrams must be accompanied by a copy of the telegram, which must be sent at Government rates. Reasonable charges for telephone service will be allowed, provided that in the case of long distance telephone calls an itemized statement is furnished as to places where, and persons to and from whom such calls are sent or received. The rate charged must be stated.

13. *Pullman fares and stateroom accommodations.*—Sleeping-car fare for one double berth, customary stateroom accommodations on steamers and other vessels and fare for one seat in parlor or chair car, for each person except those persons to whom allowance for sleeping or parlor cars is denied under the general regulations of the department. Where money is expended for parlor-car seat or berth it must be specified whether it was for seat or upper or lower berth.

Pullman porter fees on sleeping cars not to exceed 25 cents per day for each 24 hours or fraction thereof. If one car is used for an extended period, a fee of 25 cents will be allowed for each 24 hours or fraction thereof. Porter fees on parlor cars or chair cars not exceeding 25 cents per day will be allowed.

14. *Stenographic or typewriting service.*—Except when otherwise provided by law or duly authorized, no expense for stenographic or typewriting service in connection with the preparation of reports will be allowed an employee while traveling on official business of the department.

15. *Emergency expenditures.*—Emergency expenditures not enumerated in any of the aforementioned classes, such, for instance, as the employment of guides when traveling in sparsely settled regions and of interpreters when necessary, the payment of extra fare on limited

trains when delay would injuriously affect the public interests, etc. In each case, however, the nature of the exigency must be clearly set forth in writing, and bear the approval of the Secretary of ——— or the chief of the bureau or office under whose supervision the travel is performed.

Subvouchers required.—Subvouchers are required for all expenditures in excess of $1.50, except in the case of payments made for railroad travel or Pullman car service. Subvouchers must invariably be taken for lodging, special transportation, personal services, and express transportation, irrespective of the amount charged. Receipted copies of telegrams will be accepted as subvouchers for telegrams sent, and must be furnished in all cases. Subvouchers for hotel expenses must state the beginning, the ending, and the full period of service, and the rate by the day or week. The "day" shall be considered as beginning with breakfast and ending with lodging. Separate meals charged for in vouchers must be specifically named. Receipted bills on the regular billheads of the hotel are acceptable as subvouchers provided they are properly made out to show the entire period and services rendered.

Livery bills must describe the vehicles hired as "one horse and buggy," "two horses and wagon," "with driver," giving the names of the places between which the travel has been performed, the distance traveled, time employed, and rate by the day or hour.

Subvouchers will not be required when the taking thereof would disclose the identity of the traveler and the disclosure would be detrimental to the public interest; provided specific authority for their omission is granted by the Secretary of ——— or the chief of the bureau or office under whose supervision the travel is performed.

TRANSPORTATION REQUESTS USED.

Every voucher for reimbursement of traveling expenses must show therein what portion, if any, of the travel is performed on transportation requests, and what portion, if any, is performed by using mileage books. When a mileage book is used, the employee's account must show the dates of travel, the points between which the book was used, and the number of miles detached from said book for travel between the specified points.

The use of transportation requests, when practicable, is strongly recommended for all travel upon department business. In case the agent of any railroad company refuses to accept a transportation request for a ticket, the fact should be reported to the bureau or office of the department in which the traveler is employed. Under no circumstances will an employee attempt to secure a refund from a transportation company for an unused portion of a ticket obtained in exchange for a transportation request; the unused portion of such ticket must be at once forwarded to the bureau or office of the department where the person is employed, with a full explanation.

Verification of accounts.

Hereafter in submitting accounts for traveling and other expenses incurred in the performance of duty, officers or employees of this department or any of its bureaus or offices will not be required to

make affidavit as to the correctness of such accounts, except when required by law, but shall append to every such account a certificate in the following language, as nearly as practicable:

I certify upon honor that the above account is correct and just; that the detail items charged within are taken and verified from a memorandum kept by me; that I have performed the journey under the order above referred to with all practicable dispatch, by the route usually traveled, in the customary reasonable manner; that I have not been furnished with transportation, or money in lieu thereof, for any part of the journey herein charged for; that any expenditures made from my own private funds were incident to authorized travel, or were caused by urgent public necessity while in the discharge of my official duties; that in all cases where properly itemized subvouchers are not attached hereto it was impracticable to secure them; and that the payment therefor has not been received.

(Signature) ——— ———

(Not to be signed in duplicate.) (Title) ———

Falsification of accounts.

False or fraudulent representations in connection with the rendition of reimbursement and other accounts are unlawful, and the offender is liable to a heavy fine or imprisonment, under the act of Congress of March 4, 1911. (36 Stat., 1355.)

NAVY DEPARTMENT,
Washington, February 1, 1912.

MY DEAR MR. PRESIDENT: The report of the Commission on Economy and Efficiency on "Travel expenditures," referred to in your letter of December 27, 1911, is returned herewith.

The commission makes six recommendations.

The first recommendation is that all laws allowing mileage and transportation in excess of the amount actually paid be repealed; the second recommendation is that a law be passed making it the duty of the President to prescribe a per diem allowance in lieu of all traveling expenses except the cost of transportation and sleeping-car and parlor-car fares.

During the fiscal year 1911, the expenditures of the Department of the Navy for travel on a mileage basis were approximately equal to the expenditures for travel on an actual expense basis, the latter being somewhat greater.

The larger part—about 56 per cent—of the total expenditures for mileage was paid to enlisted men of the Navy and Marine Corps for constructive travel from the place of discharge to the place of enlistment. All of the men now in the Navy and in the Marine Corps have been enlisted under existing law which provides for this mileage. This is a valuable inducement to enlistment and reenlistment. The good faith of the Government is involved if this compensation to men now in the service is reduced. The change in law, if made, should affect new enlistments only.

Only about 43 per cent of the total expenditures for mileage was paid to officers of the Navy and of the Marine Corps. This formed a comparatively small proportion—about one-fifth—of the total expenditures of this department for travel of all kinds.

The greater part of the mileage paid to officers is due to actual change of station and habitat. The mileage received in some cases may exceed the actual expenses of personal transportation but seldom equals the total expenses to which an officer is subjected, including the expense of packing up, transportation of furniture, and occasion-

ally losses on the lease of his residence. If mileage laws are to be repealed, some reimbursement of expenses incidental to change of station and habitat should be provided. If this is done, it is doubtful if any saving would result.

For travel in foreign countries and for repeated travel between places in the same vicinity in the United States officers are now reimbursed for actual expenses up to a certain limit. If the officer's expenses in one locality are below this limit, the Government gains the difference. If the expenses in another locality are greater than the limit the officer loses the difference. An average of the expenses, though within the limit, is not allowed.

This department has a central detail office which considers requests for travel before submission to the Secretary, by whom they must be approved. By this method, the reason for the travel must be shown before the necessary orders are issued.

Under the conditions existing in this department, as outlined above, the temptation to travel by appealing to the self interest of the traveler is not apparent. There is little probability that the amount of travel or the expenditures involved would be reduced by the changes proposed by the commission.

The advantages of a mileage basis in a military organization are the facility with which orders may be executed promptly on short notice, its simplicity, economy of accounting, and prompt reimbursement without vouchers or certificates of expenditures, other than that the travel has been performed.

A change from mileage to actual expense basis was tried some years ago, as cited in the report of the commission. The experience with the change was not favorable and a mileage law was reenacted.

The department is constrained to report that it does not concur with the commission in its first and second recommendations.

The third recommendation of the commission is that existing law be so changed that every account for reimbursement of traveling expenses shall be certified as to its correctness by the person by whom the travel is performed, and that no verification by affidavit shall be required. The department concurs in this recommendation.

The fourth recommendation of the commission is that uniform regulations governing travel expenditures be adopted by all executive departments and other Government establishments until legislation can be obtained amending existing law on the subject.

The proposed regulations submitted by the commission in Exhibit 3 E are not approved in their present form. They require substantiating vouchers in certain cases which are not required now and which are not desirable, and they would unnecessarily complicate accounting. Their adoption would result in loss to officers of the higher ranks.

Uniformity is desirable, however, and it is recommended that the proposed regulations be further considered in detail by the commission and representatives of the departments affected. After such conference, a revised draft of the proposed regulations should be submitted to the various departments for consideration before being promulgated.

The last two recommendations of the commission are that the President direct that inquiries be made on the subjects of obtaining interchangeable mileage books for the official use of any Government

official or employee, and securing special discounts or special rates by hotels for the entertainment of officers and employees of the Government traveling on official business.

This department concurs in the commission's recommendations on these two subjects. Should the result of these inquiries indicate that economies can be realized, the detailed regulations on these subjects should be submitted to the departments affected for consideration before being promulgated. There would be strong objections, for instance, to reimbursement for hotel expenses being dependent on patronizing a certain hotel, regardless of its character.

Faithfully yours,

G. v. L. MEYER.

The PRESIDENT,
The White House.

WAR DEPARTMENT,
Washington, January 30, 1912.

SIR: I have the honor to hand you herewith the report of the War Department Board on Business Methods concerning the report of the Commission on Economy and Efficiency, dated December, 1911, on the subject of travel expenditures.

The board states that it does not concur in the recommendation of the commission that only actual traveling expenses shall be allowed persons holding employment in Government establishments, and gives in detail its reasons for its opinion.

The board finds support for its conclusion in the statistics gathered in 1874 and 1875 when the system of "actual expenses" was given a trial, in the opinion of the Paymaster General of the Army at the time this trial was made, and in the opinion of the present Paymaster General of the Army.

The board concurs in all other recommendations of the commission except as they may be slightly modified by its nonconcurrence in the recommendation to substitute actual expenses for mileage.

The board has invited attention to the fact that "with the exception of paymasters' clerks and the expert accountant of the Inspector General's Department, all civilian employees of the War Department are now paid actual expenses in travel," but makes no recommendation concerning the advisability of continuing to pay "actual expenses" to such civilian employees. I have brought this to the attention of the board and have called upon it for a report in the matter. This report will be forwarded to you at an early date.

Very respectfully,

H. L. STIMSON,
Secretary of War.

The PRESIDENT,
The White House.

REPORT No. 17.

WAR DEPARTMENT,
Washington, January 19, 1912.

The SECRETARY OF WAR.

SIR: The report to the President on traveling expenditures, submitted by the Commission on Economy and Efficiency in December,

1911, has been referred to this board for report and recommendation.

The recommendations of the commission are:

First. The passage of a law similar to the act of June 16, 1874, to provide that only actual traveling expenses shall be allowed to any person holding employment or appointment in or under any executive department or other Government establishment, and repealing all laws allowing mileage and transportation to such person in excess of the amount actually paid.

With respect to this recommendation the board submits the following: With the exception of paymaster's clerks and the expert accountant of the Inspector General's Department, all civilian employees of the War Department are now paid "actual expenses" in travel. Commissioned officers of the Army are paid "mileage."

The proposition to substitute "actual expenses" in lieu of "mileage" is not new. The act of June 16, 1874, provided for payment of "actual expenses." After a little over two years' trial this act was repealed by the act of July 24, 1876, and the system of "mileage" was reestablished. During this period, approximately $160,000 a year was disbursed for "actual expenses." For the first fiscal year subsequent to the act of July 24, 1876, which reestablished the "mileage" system, there was disbursed for "mileage" $176,896.38. The rate of "mileage" under the law of 1876 was 8 cents a mile. If it had been 7 cents a mile, which is now the rate authorized by law, the disbursements would have amounted to $154,784.34, or about $5,000 less than under "actual expenses."

Under the present "mileage" system, two clerks in the Paymaster General's Office are able to do all the administrative work incident to the payment of travel allowances. In the opinion of the Paymaster General, the "actual-expense" system would increase the work to an extent requiring the services of from five to seven clerks, and it is thought that the same condition would obtain in the office of the Auditor for the War Department.

When this matter was under consideration in 1875, Gen. Alvord, then Paymaster General of the Army, used the following language, which is as true to-day as it was then, to wit:

The allowance and payment of mileage to officers of the Army is so hedged about that there can be and were no abuses of it which are not inseparable from any allowance based upon orders issued at the discretion of men. * * * The experience of officers will sustain the statement that on the average of the whole period of service it is no more than a reimbursement of actual expenses and is uniform in its operations upon all.

Attention is invited, in this connection, to the inclosed memorandum of the Paymaster General of the Army of January 17, 1912.

This board does not recommend a change from the "mileage" system to the "actual-expense" system for officers of the Army.

Second. The passage of a law making it the duty of the President to prescribe a per diem allowance for each officer or employee, or each class of officers or employees in or under an executive department or other Government establishment (including officers and employees of the courts of the United States, excepting judges) when engaged in travel on official business, and to vary any per diem from time to time; and that the per diem when so prescribed shall be in lieu of all traveling expenses except the cost of transportation and sleeping-car and parlor-car fares.

The board approves the adoption of this recommendation with reference to those officers and employees who are reimbursed for travel by the "actual-expense" system.

Third. The passage of a law providing that every account for reimbursement of traveling expenses shall be certified as to its correctness by the person by whom the

travel is performed and that no verification by affidavit shall be required, and that all laws requiring such verification be repealed.

The board approves the adoption of this recommendation.

The above recommendations of the commission require a change in the law.

The following recommendations do not require a change in the law, and, in the opinion of the commission, should be put into effect until the necessary legislation can be had:

First. The adoption by executive departments and other Government establishments of regulations which shall be uniform so far as the needs of the respective services permit; and in order to secure uniformity that the President request each of such departments and establishments to adopt the paragraph set forth in Exhibit 3 E as its regulations on the subject covered thereby.

This exhibit prescribes a form of order for travel and items of authorized expenditure constituting "actual expenses," and for that class of travel appears to be reasonable, and the board recommends its approval so far as applicable to the civil employees of the War Department.

Second. In order that the officers and employees of the Government may have for use the form of mileage book most nearly adapted to the needs of the Government, that the President direct that an effort be made to obtain from the various railroad companies the issue of an interchangeable mileage book at a fixed rate per mile for the official use of any Government officer or employee, and that such book be accepted on all railroads in the United States; or that books at different rates be issued, each to be accepted on all railroads within a certain territory.

In connection with the effort to arrange for uniform mileage books, consideration should be given to the desirability of making available for all Government employees the special rates for one or more persons now granted to certain departments.

The board recommends the approval of this recommendation.

Third. That the President direct that an inquiry be made through the General Supply Committee or other proper agency as to the advisability of securing such special discounts or special rates as may be offered by hotels for the entertainment of officers and employees of the Government traveling on official business.

The board recommends the approval of this recommendation so far as it relates to the class traveling under the "actual expense" system.

F. L. AINSWORTH,
The Adjutant General, President.

E. A. GARLINGTON,
Inspector General, Brigadier General, U. S. Army, Member.

W. W. WOTHERSPOON (absent),
Brigadier General, U. S. Army, Member.

JOHN C. SCOFIELD,
Assistant and Chief Clerk, War Department, Member.

MATTHEW E. HANNA,
Captain, General Staff, Member and Recorder.

[Memorandum: Having reference to the advisability of amending the existing laws with respect to the payment of allowances for travel so as to discontinue the mileage allowance and substitute therefor a system of actual expenses.]

WAR DEPARTMENT,
OFFICE OF THE PAYMASTER GENERAL,
Washington, January 17, 1912.

At the present time the pay department makes payment of mileage in three separate and distinct classes of cases, each of which is governed by a different law, but in preparing the estimates for pay

of the Army for the fiscal year commencing July 1, 1912, this office, by authority of the Secretary of War, inserted an item which, if enacted by Congress, will consolidate under one law the mileage disbursements which are now authorized and provided by the three distinct laws. The multiplicity of the mileage laws greatly adds to the volume of correspondence and reports, and tends to complicate disbursements, and should the proposed legislation be enacted the matter will be simplified and result in increased efficiency and administrative economy.

With respect to the advisability of abolishing the system of mileage and substituting therefor a system of actual expenses, I deem it proper to invite attention to the following extract from the report of the Paymaster General of the Army for the fiscal year 1875, wherein he states that:

Attention is respectfully invited to the subject of reimbursement to officers of cost of travel under orders.

Prior to July 1, 1874, a system of mileages prevailed, for which legislation has since substituted the system of "actual expenses." (See act of June 16, 1874.)

For short journeys "actual expenses" are found, in the majority of cases, to exceed "mileage," for the reason that the allowances for expenses of delays incident to the duty ordered are large in proportion to the distance traveled.

For long journeys the reverse is the case, for the reason that the distance traveled is much greater in proportion to the restricted time for which, under War Department rules, expenses of delays incident to duty may be charged; so that the item of charges for delays is not an important one in accounts for long journeys.

In the aggregate payments on account of actual expenses fall short in amount of what would be the sum of mileage allowances for the same journeys.

The pecuniary advantage to the Government, so far as concerns the Army, of a system of actual expenses, is believed, however, to fall short of the objections to the system, which may be briefly stated as follows:

First. The labor to the officer, to the paymaster, to this office, and to the Treasury Department in the preparation, payment, and scrutiny of the vouchers, is a hundredfold more than in the case of mileage vouchers, for the reason that each item has to be specially set forth and separately scrutinized. The statement of items sometimes covers two, and even three, pages of foolscap, whereas a mileage voucher for the same journey would have involved the consideration and treatment of but a single item of charge.

Second. Experience of systems of actual expenses has shown that the authorities have invariably been obliged, sooner or later, to dispense with itemized accounts and arbitrarily fix a measure of actual expenses, on a basis of time or distance, which is practically a mileage system. This is owing to the fact that different men take diverse views of what constitutes actual necessary expenses, and of the moral obligation to conform to an order which assumes to prescribe what shall be alone regarded as items of such expenses. Hence, persistent effort on the part of many to obtain reimbursement of expenses not authorized in orders, and to remove certain restrictions, and in some cases to include unauthorized items in charges for others authorized and which may have exceeded in amount the actual outlay thereunder. Contingent allowances become subject of common charge without reference to the existence of conditions to which they were specially attached. Gradually the system becomes one of such abuses that refuge is taken, as above stated, in mileage or a like system of a uniform measure of allowances.

Third. The foregoing suggests plainly enough how unequally a system of "actual expenses" operates upon different men, and to what extent it tends to demoralization.

Fourth. Mileage charges are easily computed, quickly paid, and readily scrutinized. A mileage allowance, therefore, forms the most convenient system of reimbursement of travel expenses. The experience of officers will sustain the statement that on the average of the whole period of service it is no more than a reimbursement of actual expenses, and is uniform in its operations upon all.

Fifth. The debate upon the provision of "actual expenses" in the act making appropriations for the support of the Army for the fiscal year ending June 30, 1875, clearly shows that it was based on the understanding that the charge made in the House of Representatives, to the effect that constructive mileage was paid to Government officials, applied equally to officers of the Army. I challenge the proof of a single case

in which mileage has been paid to an officer of the Army for other than actual travel under competent orders.

The allowance and payment of mileage to officers of the Army is so hedged about that there can be and were no abuses of it which are not inseparable from any allowance based upon orders issued at the discretion of men.

Therefore I earnestly recommend a return to the system of mileage, as better fitted to do justice to the officer and to the Government.

What was said by the Paymaster General in the foregoing mentioned report holds good to-day, and I concur in each of the arguments advanced by him in favor of a mileage system as against a system of actual expenses. The advantages of a mileage system have been recognized by Congress, as is indicated by the fact that the substitution by the act of June 16, 1874, of an actual-expense system in lieu of one of mileage obtained for but a little over two years, having been repealed by the act of July 24, 1876, which reestablished a mileage system for the Army.

During the period of about two years while the actual-expense system was in effect there was disbursed for actual expenses approximately $160,000 per year. For the first full fiscal year subsequent to the act of July 24, 1876, which reestablished the mileage system, there was disbursed for mileage $176,896.38. The rate of mileage under this law was 8 cents a mile, but if it had been at 7 cents a mile, which is the rate now authorized by law, the disbursements would have amounted to $154,784.34, or about $5,000 less than under the actual-expense system. While I believe that the disbursements under an actual-expense system will probably be less than under a mileage system, I am of opinion that the difference will be very small and not to an amount sufficient to offset the increased labor and administrative complications which would obtain under an actual-expense system.

Under the present mileage system it is possible for two clerks in this office to perform all of the internal administrative work incident to the payment of traveling allowances. This work includes the preparation of the Official Table of Distances, the compilation and recording of new distances and routes of travel and the preparation of amendatory distance circulars, the administrative analysis of each and every account involving the payment of traveling allowances under the head of the specific duty enjoined, the apportionment of the mileage funds to the four military divisions and the separate bureaus of the War Department, the verification of all mileage accounts as regards correctness of distances, and other minor work connected with traveling allowances. If an actual expense system were established the work would be increased to an extent which would require the services of from five to seven clerks, and it is possible that the same conditions would obtain in the office of the Auditor for the War Department.

It is my personal belief that the present mileage system is looked upon with favor by officers of the Army generally, and I can unhesitatingly state that from a disbursing standpoint and one of internal administration it is far more economical to the Government than the the system of actual expenses.

The present policy of the War Department is to reduce to the greatest possible extent the paper work in the Army and the inauguration of a system of actual expenses would be in direct opposition to this policy.

C. H. WHIPPLE,
Paymaster General, United States Army.

THE WHITE HOUSE,
Washington, February 5, 1912.

The SECRETARY OF WAR,
Washington, D. C.

SIR: Your letter of January 30 to the President, inclosing report of the War Department Board on Business Methods, concerning the report of the Commission on Economy and Efficiency on the subject of travel expenditures has been forwarded to the commission.

I note that the board does not concur in what it regards as the recommendation of the commission, namely, that only actual traveling expenses shall be allowed persons holding employment in Government establishments.

The commission fears that the board's nonconcurrence in the recommendation is due to a misapprehension of its purport. The first recommendation of the commission as to which the nonconcurrence refers should be read in connection with the second recommendation, which has received the approval of the board and which reads as follows:

Second. The passage of a law making it the duty of the President to prescribe a per diem allowance for each officer or employee, or each class of officer or employee, in or under an executive department or other Government establishment (including officers and employees of the courts of the United States excepting judges) when engaged in travel on official business, and to vary any per diem from time to time; and that the per diem when so prescribed shall be in lieu of traveling expenses except the cost of transportation and sleeping-car and parlor-car fares.

Both these recommendations form parts of one and the same plan, and the result of their adoption would be the abolition of the rule of "actual expenses" for all traveling expenses excepting the cost of transportation and sleeping-car and parlor-car fares. The fear expressed by the board that the adoption of the actual expense system would increase the work both in the office of the Paymaster General and in that of the Auditor for the War Department, it would seem, is unjustified.

If the contention of the commission is correct, the appended memorandum of the Paymaster General would not be in point, since it has reference to a system of actual expenses with no per diem allowance in lieu of subsistence.

I therefore call the matter to your attention in order that the comment of your department may, if you deem it advisable, be so modified as to relate to the plan outlined by the commission, which contemplates carrying into effect both the first and second recommendations, which were intended to be inseparable.

Yours sincerely,

F. A. CLEVELAND,
Chairman.

WAR DEPARTMENT,
Washington, February 14, 1912.

DR. F. A. CLEVELAND,
Chairman President's Commission on Economy and Efficiency, The White House.

SIR: Referring to your letter of the 5th instant concerning the report of the War Department Board on Business Methods on the subject of travel expenditures, and requesting the board to reconsider

the subject with a view to making new recommendations thereon, I have the honor to send you herewith an additional report of the board on this subject.

Very respectfully,

ROBERT SHAW OLIVER,
Assistant Secretary of War.

REPORT NO. 18.

WAR DEPARTMENT,
Washington, February 13, 1912.

The SECRETARY OF WAR.

SIR: With reference to the letter dated February 5, 1912, from Dr. F. A. Cleveland, chairman President's Commission on Economy and Efficiency, in which Dr. Cleveland says that the President's commission fears that the War Department board's noncurrence in the recommendation of the commission on the subject of travel expenditures is due to a misapprehension of its purport, and requests that the War Department board reconsider the subject with a view to making new recommendations thereon, the board, after careful consideration, has the honor to report as follows:

When the board made its former report on this subject (see Rept. No. 17 of the War Department board dated Jan. 19, 1912), the board understood the recommendations of the commission to be:

(*a*) That only actual traveling expenses shall be allowed;

(*b*) That actual traveling expenses will be divided into (1) cost of transportation, including sleeping car and parlor car fares, (2) subsistence and other authorized expenditures;

(*c*) That cost of subsistence and other authorized expenditures will be covered by a per diem allowance to be prescribed by the President; and

(*d*) That all expenditures whether for transportation, sleeping-car and parlor-car fares, subsistence, or other authorized purposes would be accounted for by items, the majority of which would be covered by vouchers. (See Exhibit 3 E, of the commission's report on travel expenditures, Dec., 1911.)

From Dr. Cleveland's letter of February 5, above referred to, and from other information obtained by telephonic interview with Dr. Cleveland, the board has learned that all of its original premises are correct, excepting (*d*). A correct statement of this premise, as the board now understands it, is: (*d*) All expenditures for transportation, including sleeping-car and parlor-car fares, will be accounted for by items; other expenditures will not be accounted for, but will be covered by a per diem allowance, and no item of expenditure will be accompanied by vouchers.

The effect of this change is to substitute for the present "mileage" system a system of "actual expenses" for transportation, including sleeping-car and parlor-car fares, with a per diem allowance to cover all other authorized expenditures. In practice this system would be practically as simple, so far as the accounting and auditing officers are concerned, as the present system, and would probably necessitate only a trifling, if any, increase in the work of the offices of the Paymaster General and the Auditor for the War Department, and the

cause for objection, on this score, to the proposed system is fairly well eliminated.

The effect of the proposed change would be a substitute for an allowance now called "mileage," and fixed by Congress, which covers all expenses connected with travel, a per diem allowance to be fixed by the President, which will cover but a part of the expenses incident to travel. The board is of the opinion that the substitution of one fixed allowance for another would not result in the economy evidently expected of it. Moreover, there is no assurance that Congress would look with favor upon a proposition to delegate to the President the power to fix an allowance which has been fixed by Congress in the past.

So far as this board is advised, the present mileage system is giving satisfaction both to the auditing officers and to the officers performing the travel. Considering that no evidence has been presented to show with any degree of certainty that any economy would be effected by the new method, that the proposed change would necessitate submitting the entire question to the consideration of Congress, and that, in the opinion of the board, the action of Congress in the matter is not likely to be favorable, the board believes that the probability that the final outcome would be an improvement over the present system is too small to warrant the change.

In view of these opinions, the board therefore adheres to its recommendations as expressed in its report No. 17, previously forwarded to the President's Commission on Economy and Efficiency.

Very respectfully,

F. L. AINSWORTH,
Major General, U. S. Army, President,
The Adjutant General.

E. A. GARLINGTON,
Brigadier General, U. S. Army, Member,
The Inspector General.

W. W. WOTHERSPOON (absent),
Brigadier General, U. S. Army, Member.

JOHN C. SCOFIELD,
Assistant and Chief Clerk, War Dept., Member.

MATTHEW E. HANNA,
Captain, General Staff Corps,
Member and Recorder.

WAR DEPARTMENT,
Washington, February 24, 1912.

The PRESIDENT,
White House.

SIR: I have the honor to send you herewith the report of the War Department Board on Business Methods, on the subject of traveling expenses, referred to in my letter of January 30, 1912.

Very respectfully,

ROBERT SHAW OLIVER,
Assistant Secretary of War.

Report No. 19.

War Department,
Washington, February 21, 1912.

The Secretary of War.

Sir: Complying with the instructions of the Secretary of War contained in memorandum from the office of the Chief of Staff, dated January 29, 1912, the War Department Board on Business Methods has the honor to submit the following, concerning the advisability of continuing to pay the civilian employees of the War Department "actual expenses" in lieu of "mileage" for journeys performed incident to the public service:

One of the objections of the "actual expenses" system as compared with the "mileage" system, is the great amount of additional labor imposed by it upon disbursing officers of the department and also upon the auditor; and while the payment of "actual expenses" to civilians is open to objection on that score, the objection is much less serious than it would be in case of payment of "actual expenses" to officers, as it appears that the expenditures for the travel of officers in 1910 was nearly three times as great as for civilian employees. However, it is thought that great weight should be attached to the following conditions which differentiate the travel of officers from that of civilian employees: Civilian employees rarely change station permanently, and the travel performed by them is generally in connection with periodical trips of inspection or with going to and returning from stations where they are assigned for temporary duty. The journeys are frequently broken by stop-overs en route and necessitate expenses for subsistence out of proportion to the distance traveled. As a consequence, a mileage allowance in lieu of all expenses connected with the travel, even at the rate now prescribed for officers of the Army, would very often result in hardship and injustice to the employee. The present system gives satisfaction to the employee and appears to be a more equitable method of covering expenses incident to this class of travel than would the "mileage" system.

In view of the above, the board is of the opinion that it is preferable to retain the system of "actual expenses" to govern this class of travel so far as this department is concerned.

Very respectfully,

E. A. Garlington,
Brigadier General, U. S. Army, Member,
The Inspector General.

John C. Scofield,
Assistant and Chief Clerk, War Dept., Member.

Mathew E. Hanna,
Captain, General Staff Corps,
Member and Recorder.

APPENDIX No. 7

MEMORANDUM OF CONCLUSIONS CONCERNING THE PRINCIPLES THAT SHOULD GOVERN IN THE MATTER OF HANDLING AND FILING CORRESPONDENCE AND PREPARING AND MAILING COMMUNICATIONS IN CONNECTION WITH THE WORK OF THE SEVERAL DEPARTMENTS OF THE GOVERNMENT, TOGETHER WITH SUGGESTIONS FOR THE USE OF LABOR-SAVING DEVICES IN PREPARING AND MAILING LETTERS, ETC.

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EXHIBITS.

COPY OF LETTER SENT TO HEADS OF DEPARTMENTS AND INDEPENDENT ESTABLISHMENTS OF THE GOVERNMENT.

MY DEAR MR. SECRETARY: I am sending you herewith a circular prepared by the Commission on Economy and Efficiency, embodying the conclusions reached by the commission concerning the principles that should govern in the matter of handling and filing correspondence and preparing and mailing communications in connection with the work of the several departments of the Government, together with suggestions for the use of labor-saving devices in preparing and mailing letters, etc.

It is my desire that, so far as may be practicable, the methods of handling correspondence in the Government service be made to conform to these principles. After investigating the subject and putting into effect the principles referred to in such offices as you may consider it advisable, please report to me those offices under your department where it would appear to you they can not be adopted with advantage.

Sincerely, yours,

WM. H. TAFT.

THE WHITE HOUSE, *February 13, 1912.*

THE HANDLING AND FILING OF CORRESPONDENCE.

For the purpose of obtaining a basis for judgment concerning the economy or waste with which the ordinary business processes are conducted by the Government, several detailed inquiries have been instituted by the commission. Among the processes which it was thought would be common to all branches of the service is the handling and filing of correspondence. The subject as outlined for the investigation embraces the various methods of preparing communications of all kinds, including letters, circulars, forms, etc. It not only includes the manual operations, but also the use made of mechanical appliances to facilitate such operations.

The inquiry has included every office of the nine executive departments in the District of Columbia and a number of services outside the departments. It has also gone into the practices of certain private corporations, some of which handle as many as 15,000 pieces of correspondence a day. The commission has also had access to the data collected in connection with previous Government inquiries on the subject. The conclusions arrived at, therefore, are based on a consideration of a wider range of data than has been brought together in the past.

RECOMMENDATIONS.

As the result of the inquiry, and after a study of the needs of the various offices in the executive departments and other establishments, from the standpoint of an economical and efficient dispatch of the public business, the commission arrived at the following conclusions concerning the principles that should govern in the matter of handling and filing correspondence and preparing and mailing communications:

1. That the system of folding correspondence and filing in document files should be discontinued, and that all correspondence should be filed flat in vertical files.
2. That the briefing of correspondence should be discontinued.
3. That all correspondence, both incoming and copies of outgoing, should be filed upon a subjective classification arranged as nearly as possible upon a self-indexing basis, and where numbers are regarded as essential that a logical arrangement of numbers under a decimal or analogous system should be employed.
4. That no book or card record of incoming or outgoing correspondence should be made except where absolutely essential, and that all bound-book registers of correspondence received and sent should be discontinued.
5. That carbon copies should constitute the record of outgoing correspondence and that press copying should be discontinued.
6. That the employment of the dictation machine for the preparation of correspondence should be widely extended in the Government service.

7. That "window" envelopes should be used whenever possible, in order to eliminate the cost of addressing envelopes, assure accuracy of addressing mail, and facilitate its dispatch.

8. That circulars issued by the Government should be wrapped and mailed by machinery as far as possible, in order to reduce the cost at present sustained by hand methods.

9. That the forms to be filled in on the typewriter should be arranged so as to facilitate the making out and reviewing of them.

10. That the salutation and the complimentary close should be eliminated from "service" correspondence; that is to say, correspondence originating in and addressed to offices of the same department, and that the title below the signature on such correspondence should be omitted and the title of officials addressed abbreviated.

A statement of the considerations which guided the commission in reaching the above conclusions, with the detail as to the elements which enter into the estimate of saving of expense, is set forth in this memorandum.

Plan of the Inquiry.

The problem of devising filing systems which will meet all conditions is not a simple one. There is no ideal way of filing correspondence which can be followed with success in all offices with their diversified business and needs. Methods perfect in one office might be loose for another and too elaborate for a third. The system must be adapted to the conditions of each particular office.

The essential requirements of a filing system, in the approximate order of their importance, may be stated as follows:

(*a*) Certainty of obtaining a particular paper or of obtaining all the papers relating to a particular subject; and this certainty to be independent of the time that has elapsed since the filing of the paper.

(*b*) Rapidity of obtaining a particular paper or of obtaining all papers relating to a particular subject; and this rapidity to be only slightly affected by the time which has elapsed since filing.

(*c*) Rapidity with which documents may be filed.

(*d*) Cheapness of operating the system.

(*e*) Simplicity.

(*f*) Reduction to a minimum of the space required for documents.

(*g*) Miscellaneous minor requirements and desirable features, such as cross references, numbering, etc.

At the outset and in pursuance of the general plan of inquiry followed upon other subjects it was decided to ascertain the existing conditions in all offices of the executive departments in respect to the handling and filing of correspondence. The head of each bureau and division of the service was asked, through the Secretary of the department, to report the practices of his office. In order that these reports might be uniform and in such form that they could be readily handled, a list of questions was prepared and distributed February 1, 1911 (circular No. 5). The questions were designed to bring out the existing practices in regard to each step taken in treating a piece of correspondence, from the time it was received in a particular division or section until it left the same or was permanently filed therein.

The questions were divided into groups or classes of processes, so that the facts in respect of each class could be secured separately.

The groups of questions were as follows:

Pertaining to incoming correspondence—

(*a*) Receiving and opening.
(*b*) Briefing.
(*c*) Recording and indexing.
(*d*) Distributing.

Pertaining to outgoing correspondence—

(*e*) Preparing.
(*f*) Briefing.
(*g*) Recording and indexing.
(*h*) Press copying.
(*i*) Dispatching; and

(*j*) Filing incoming and copies of outgoing correspondence.

It will be noted that all of these processes except "preparing" have to do entirely with physical handling and recording. With respect to these it was assumed that the cost would be largely affected by the *method* of handling and recording, and that comparison of cost, as well as of method, would be useful in helping the commission and departmental committees to arrive at conclusions. As the cost of "preparing" includes dictation as well as typewriting, it was assumed that in the nature of things there must be a very great difference in cost, running from a simple brief "form letter" to a legal opinion or other formidable statement prepared for transmission through the mail.

STUDY OF METHODS IN OUTSIDE CONCERNS.

After the circular of inquiry was issued representatives of the staff of the commission made a study of methods pursued in handling correspondence by railroads and industrial concerns, as well as by branches of the Government services outside of Washington. The results of this study show that the subject is receiving careful attention from managers of large corporations, and its importance is coming to be fully recognized; that the trend is away from the elaborate and in the direction of the simple system; and that vertical flat filing has practically supplanted all other systems.

It appears the main distinction to be made between the average filing system in the Government and those in commercial concerns is that in most branches of the Government too great effort seems to be made to devise a system which will provide against every contingency, no matter how remote. Commercial concerns surround their affairs with proper safeguards, and keep sufficient records of their business transactions to provide against those embarrassments which under a reasonable estimate of probabilities may occur, but they do not waste their time in devising systems so elaborate as to provide against every contingency which might by ingenious conjecture be conceived as possible.

It would seem that if the bureaus and divisions of the Government measure their precautions in the matter of filing correspondence by what appears likely in the usual course of things, they will adopt a reasonable businesslike system, and having done so they will not be subject to just criticism if in a remote case something arises which reasonable foresight could not provide against.

It is recognized that many records of the Government, especially those involving private rights or that may concern claims, must be handled with more care and with more expense than is necessary in the case of current correspondence on subjects not of permanent interest.

STUDY OF METHODS IN BRANCHES OF THE GOVERNMENT SERVICE.

Observations in the branches of the service outside of Washington disclose, with few exceptions, that in regard to the methods followed in handling and filing correspondence practically no relation exists between them and the methods pursued at the headquarters of the same service at Washington. It is important, in the opinion of the commission, that where the nature of the business and the operations incident thereto at branch offices are like those at headquarters, the whole system of handling and filing correspondence should be uniform. Under such an arrangement the correspondence files throughout the branches of the service would become one comprehensive system, with each letter on the same subject bearing the same file reference regardless of the point of origin. Uniform classification would also permit file clerks experienced in one part of the service to be useful in another and result in their training along similar lines. There is another advantage to be secured if the filing systems of the branches of a bureau or division are the same as those at headquarters. Most of the correspondence of the Government falls into the class known as "service" correspondence; that is to say, correspondence originating in and destined for an office of the Government. A very large part of it is between the executive departments at Washington and the branch or service offices in the field; and the filing result is that one copy, the original, is kept in the branch office, and the carbon copy in the files at headquarters, or vice versa. Thus there exist in the service duplicate files of correspondence. If the files in the field service were arranged upon the same subject classification as those at headquarters, in the case of a misplacement, loss, or destruction of any part of a file, either in the field or at headquarters, the file could be made intact again (if necessary) by securing copies of all the correspondence upon the missing subject from the office where the files were still preserved.

ANALYSIS OF REPORTS FROM EXECUTIVE DEPARTMENTS.

Reports from all the departments in answer to the circular of inquiry, herein referred to, were so analyzed that it is possible to determine in a general way the methods used and the cost of the different operations in handling and filing correspondence in each bureau and division.

An idea of the tremendous scale on which correspondence of the executive departments is handled may be had when it is stated that the departments in Washington receive annually 43,000,000 communications and dispatch during a like period 22,000,000, making a total of 65,000,000 communications handled each year.

The summary on pages 524 and 525 shows the salary cost by departments of the various operations which enter into the handling of correspondence as disclosed by the figures furnished by each bureau and

division. Since the correspondence handled by each department and office varies greatly in amount, it was thought a ready means of comparison between departments might be afforded if a statement were also made showing the cost of each operation on the basis of a thousand communications handled. The summary, therefore, also shows that information; the basis used for operations 1 to 4, inclusive, being the total number of incoming communications; that for operations 5 to 9, inclusive, the total number of outgoing communications; and that for the last operation, the total number of communications filed.

Statement showing the cost in the executive departments of each operation in the handling and filing of correspondence, the cost per thousand of each operation, and the total cost per annum.

	Department of State.	Department of the Treasury.	Department of War.	Department of Justice.	Post Office Department.	Department of the Navy.	Department of the Interior.	Department of Agriculture.	Department of Commerce and Labor.	Total.
Number of communications received	259,920	10,807,891	2,050,817	237,320	8,125,061	4,532,744	7,876,776	6,701,750	2,747,610	43,339,889
Cost of—										
(1) Receiving and opening mail	$1,422.00	$15,725.26	$5,788.60	$3,234.00	$12,570.56	$5,474.44	$15,574.98	$12,915.92	$7,536.10	$80,241.86
(2) Briefing incoming communications	....	11,778.16	27,339.66	1,987.50	20,163.50	7,154.00	8,867.64	2,348.00	700.80	80,339.26
(3) Recording and indexing incoming communications	9,819.83	74,504.45	129,151.34	4,001.00	4,212.27	40,491.43	41,372.16	11,156.50	33,046.00	347,754.98
(4) Distributing	1,743.17	25,800.40	4,666.40	1,286.50	11,446.76	6,575.61	61,133.83	12,717.00	12,075.00	137,444.67
Total cost for these operations	12,985.00	127,808.27	166,946.00	10,509.00	48,393.09	59,695.48	126,948.61	39,137.42	53,357.90	645,780.77
Cost per M—										
Receiving and opening mail	5.47	1.46	2.82	13.63	1.55	1.21	1.98	1.93	2.74	1.85
Briefing	....	1.09	13.33	8.37	2.48	1.58	1.13	.35	.26	1.86
Recording and indexing	37.78	6.89	62.98	16.86	.52	8.93	5.25	1.66	12.03	8.02
Distributing	6.70	2.39	2.27	5.42	1.41	1.45	7.76	1.90	4.39	3.17
Total per M for communications received	49.95	11.83	81.40	44.28	5.96	13.17	16.12	5.84	19.42	14.90
Number of outgoing communications	247,782	3,537,745	[1] 1,243,400	92,640	5,562,984	1,068,913	5,027,243	4,102,211	1,328,408	22,211,326
Cost of—										
(5) Preparing	$60,998.33	$398,275.57	$386,701.86	$40,603.33	$352,777.20	$277,566.56	$554,429.89	$326,127.93	$170,148.28	$2,567,628.95
(6) Briefing outgoing communications	....	342.26	689.10	....	2,550.50	3,221.00	194.00	659.00	529.00	8,184.86
(7) Recording and indexing outgoing communications	4,707.50	30,185.40	24,836.00	4,844.00	23,895.10	13,454.95	68,068.37	5,785.70	13,122.50	188,899.52
(8) Press copying	1,447.80	6,704.37	4,288.80	624.00	3,515.00	3,176.89	5,800.46	3,460.20	2,062.94	31,080.46
(9) Dispatching	2,825.00	16,530.46	10,533.30	1,006.50	6,661.58	7,362.91	12,490.27	14,457.80	4,957.78	76,825.00
Total cost for these operations	69,978.63	452,038.06	427,049.06	47,077.83	389,399.38	304,782.31	640,982.99	350,490.63	190,820.50	2,872,619.39
Cost per M—										
Preparing	246.17	112.58	311.00	438.29	63.41	259.67	110.29	79.50	128.09	115.60
Briefing	....	.10	.55	....	.46	3.01	.04	.16	.40	.37
Recording and indexing	19.00	8.53	19.98	52.29	4.30	12.59	13.54	1.41	9.88	8.50
Press copying [2]	5.85	1.89	3.45	6.74	.63	2.97	1.15	.84	1.55	1.40
Dispatching	11.40	4.67	8.47	10.86	1.20	6.80	2.48	3.53	3.73	3.46
Total per M for outgoing communications	282.42	127.77	343.45	508.18	70.00	285.13	127.50	85.44	143.65	129.33

Number of communications filed	197,100	6,998,622	1,505,200	234,800	4,950,694	1,618,495	2,860,772	4,647,100	2,108,980	25,116,7[illegible]
Cost of filing	$2,578.50	$57,653.94	$24,353.00	$4,304.00	$32,307.14	$20,834.89	$58,171.62	$32,325.40	$27,180.60	$259,709.0[illegible]
Cost per M for filing [3]	13.08	8.24	16.18	18.33	6.53	12.87	20.33	6.96	12.89	10.3[illegible]
Cost of outgoing communications, exclusive of prepeparing	8,980.30	53,762.49	40,347.20	6,474.50	36,622.18	27,215.75	86,553.10	24,362.70	20,672.22	304,990.44
Cost per M of outgoing communications, exclusive of preparing	36.25	15.19	32.45	69.89	6.59	25.46	17.22	5.94	15.56	13.73

[1] Excluding 17,650,000 Army orders and circulars. [2] Based on total of outgoing communications. [3] Based on number of communications actually filed.

Incoming communications—Cost per M:
1. Department of Agriculture ... $5.84
2. Post Office Department ... 5.96
3. Department of the Treasury ... 11.83
4. Department of the Navy ... 13.17
5. Department of the Interior ... 16.12
6. Department of Commerce and Labor ... 19.42
7. Department of Justice ... 44.28
8. Department of State ... 49.95
9. Department of War ... 81.40

Outgoing communications—Cost per M:
1. Post Office Department ... $70.00
2. Department of Agriculture ... 85.44
3. Department of the Interior ... 127.50
4. Department of the Treasury ... 127.77
5. Department of Commerce and Labor ... 143.65
6. Department of State ... 282.42
7. Department of the Navy ... 285.13
8. Department of War ... 343.45
9. Department of Justice ... 508.18

Filing—Cost per M:
1. Post Office Department ... $6.53
2. Department of Agriculture ... 6.96
3. Department of the Treasury ... 8.24
4. Department of the Navy ... 12.87
5. Department of Commerce and Labor ... 12.89
6. Department of State ... 13.08
7. Department of War ... 16.18
8. Department of Justice ... 18.33
9. Department of the Interior ... 20.33

As has been stated, a clear distinction was made in the inquiry between the purely physical and recording processes and those having to do with "preparation" of drafts of letters, etc. In all such processes as "receiving and opening," "recording and indexing," etc., it was assumed that a letter of one page would require approximately the same time as a letter of five pages. The returns, however, showed great differences in cost. The average cost of receiving and opening mail per thousand communications for all offices in each department runs from $1.21 a thousand in the Navy Department to $13.63 in the Department of Justice; the average cost of recording and indexing incoming correspondence for all offices in each department runs from 52 cents a thousand in the Post Office Department and $8.93 in the Navy Department, to $62.98 in the War Department. The total cost per 1,000 of the operations which make up the handling of outgoing correspondence, exclusive of "preparing," runs from $5.94 a thousand in the Department of Agriculture to $69.89 in the Department of Justice.

The foregoing represents merely physical handling and recording. In the operation of preparing outgoing correspondence the differences are very great, as would be expected. The average cost for this process for all offices in each department runs from $63.41 in the Post Office Department to $438.29 a thousand in the Department of Justice.

Combining all the operations in respect to outgoing correspondence, it is found that the lowest cost per 1,000 communications is in the Post Office Department, the rate being $70, and the highest cost, $508.18 per 1,000, is in the Department of Justice.

In this inquiry the terms "correspondence" and "communication" were used in their widest sense. It was impracticable to discriminate between classes of communications. Everything was designed to be included, from the mere printed acknowledgment of the receipt of a given sum of money, or a stereotyped circular letter conveying information to hundreds of persons in like form, to the carefully prepared letter of several pages, or long legal opinion requiring long time and much care in preparation. These important factors must be kept in mind in connection with the consideration of the cost figures contained in the tabular analysis. Notwithstanding these variations, it is believed that the figures furnish a reasonable guide to existing conditions from the standpoint of cost in the executive departments of the various operations referred to.

The reports from the departments disclosed not only widely divergent methods of handling and filing correspondence relating to the same kind of business, but great differences in the fundamental nature of the business of bureaus of the same department. The impracticability of devising a uniform method of treatment of the correspondence of all the departments was apparent at once. In each executive department, which under the organization of the Government was created for the purpose of conducting a particular branch of the public business, the nature of the business of one bureau or division, and the methods which are necessarily pursued in carrying it on, as compared with other bureaus and divisions of the same department, frequently are as unlike as the business of different departments.

Not only the activities of the different offices but their needs from the standpoint of frequent or rare consultation of files are very

diverse. In some offices papers once filed are laid away permanently, and it is rare that occasion arises when they need be consulted; in others the files are consulted daily and with great frequency. It is obvious that a system which would meet the needs of one office might be quite inadequate for another.

The most difficult problem, perhaps, in regard to filing systems is to what extent those systems shall be supported by subsidiary indexes or devices to provide information which is called for but rarely, and to what extent means shall be provided for finding correspondence and documents where the request for the same is accompanied with meager information, such as the date of the communication or the name of the writer only.

At one end of the scale is a filing system by subjects only with no supporting indexes and no cross references; at the other a system with subsidiary indexes to provide against every possible contingency which a vivid imagination may conceive as being possible. The needs of an office and the probabilities of unusual demands vary greatly, according to the functions of the office and its relations with the public or other governmental offices. A loose system of filing correspondence is not advocated nor, on the other hand, one which shall provide for contingencies which may arise once in a lifetime. The commission believes in a system which will provide against those contingencies which may reasonably be expected to occur, and its efforts in developing methods will be guided by that principle.

WORK OF THE SPECIAL COMMITTEES.

After the existing facts upon the subject had been ascertained, it was considered desirable, in developing ideas looking to the simplification and systematizing of methods, to ascertain by personal visits in each bureau and division of the service not only the general functions of the office but its needs from the filing standpoint. The employees of the commission to whom had been assigned the work could not make such personal visits except at the expense of a great amount of time. Furthermore, it is the expressed policy of the commission that, so far as may be possible, economical and more efficient methods shall be devised in cooperation with officers and employees in the several departments. In pursuance of this policy it was decided that the best means of securing such cooperation would be through special committees operating simultaneously in each department. These special committees consist of five persons each, three from the department, and two members of the staff of the commission. The committees are now actively at work in the following departments: Treasury, Navy, Post Office, Interior, Agriculture, and Commerce and Labor.

CONSIDERATIONS UNDERLYING RECOMMENDATIONS MADE.

While giving full recognition to the variety of business in different departments, with the resultant necessity that the methods of conducting such business be different, the commission believes in uniformity of practice where the conditions are alike, and that a systematic and economical handling of the correspondence of the executive departments necessarily rests upon certain general prin-

ciples, which have already been stated on page 519 of this report. The considerations which guided the commission in reaching its conclusions are set forth in the following pages.

VERTICAL FLAT FILING.

Many of the documents and communications in the Government files are folded to a size approximately 3½ by 8 inches and placed in document files instead of being filed unfolded or folded to a size approximately 9 by 11 inches. In railroad and industrial concerns it is extremely rare that papers in the files are folded. The almost universal custom is to file correspondence and documents flat. Following the trend in commercial concerns, many offices of the Government have within recent years changed their method of filing from folded to flat, but quite a large number of the offices still maintain folded or "document" files.

BRIEFING.

The purpose of briefing communications on the back is to facilitate their identification when folded and filed in a document file. With the adoption of flat filing the purpose of the brief will be removed.

Monetary saving possible.—If briefing were abolished in all the executive departments, as it has been in some of the departments, the saving in salaries alone would amount to $88,524.12 per annum. This figure is taken from the reports submitted by the departments. For the portion of their time engaged in briefing, the salaries of employees amounted to the figure given.

SUBJECTIVE CLASSIFICATION OF CORRESPONDENCE.

Out of over 250 filing systems in the executive departments embraced by the inquiry but few can be described as scientific or logical classifications. Most of the files are not classified at all save in the broadest manner. In the absence of scientific models on which to base a system, file clerks have had to devise a method of classifying or arranging correspondence to suit local requirements.

The usual system found in Government offices is nothing more than a numerical finding method. Under this plan all the letters or cases received are numbered under one immense sequence of progressive numbers, each new file receiving the number after the last file. It insures considerable ease in the finding of a given letter provided the file number is known and presents the economic advantage of requiring filing space to be reserved only at one place—the end of the sequence. In some offices a variation of this plan is had, the principal difference being that the correspondence is broken up into several broad classes or divisions, in each of which the letters are arranged in a separate series of progressive numbers in the order of their receipt.

In connection with these systems a book register or card index is usually employed, by means of which the location of correspondence is ascertained. The book registers are giving place to the more elastic card index, but the correspondence itself continues to be filed according to the arbitrary plan of numbering. While the card-index system is a distinct advance over former methods, it is not a filing system at

all. It merely enables the file clerk to get hold of particular letters, but it does not gather together papers on the different branches of a subject. If all papers bearing upon a matter are desired, they must be searched for under various heads in the card index and extracted from a large number of jackets; and there is every reason to believe that only a portion of the papers desired can ever be obtained. Papers on identically the same subject are widely separated in the files, because the momentary consideration allotted them results in different decisions as to their proper place. The danger of burying papers in unsuspected localities results in laborious cross carding, instead of striking at the real root of the evil—the method of filing the papers.

Although a filing system may possess the most complete of subject indexes, it can not be considered in perfect order without classification of the papers in the file itself.

The modern system of filing correspondence is, in fact, the application of the card-index principle to the filing of letters. It is surprising to find in how many offices of the Government where vertical filing is employed that there is but little conception of its possibilities. An alphabetic or numeric system of arranging folders is frequently regarded as all that can be done, although, as a matter of fact, the possibilities of the system are as broad and comprehensive as those of the card-index system. There is no reason why correspondence may not be sectionalized and classified just as satisfactorily as the cards in the card drawer. While the system in some of its ramifications can be made very complex, it is only necessary to learn the few simple particulars that lie at the basis of the system to work a classification of the correspondence itself as well as of the cards in the index.

THE DECIMAL CLASSIFICATION.

The subject of classification in its broad sense has attracted the notice of scholars and practical men alike, in respect of its application to knowledge, for several hundred years, but it was not until the nineteenth century that schemes of systematic library classification came into use, and it is only within the past 10 years that consideration has been given to the classification of correspondence.

In several railroad and industrial corporations, as well as in a few offices of the Government, a subjective classification of correspondence based upon the Dewey decimal system of library classification has been placed in successful operation. This system, which is the most extensively used of all schemes of systematic library classification, was devised in 1873 by Melvil Dewey. His method divides human knowledge into 10 classes, to which numbers are assigned as follows:

0. General works.
1. Philosophy.
2. Religion.
3. Sociology.
4. Theology.
5. Natural science.
6. Useful arts.
7. Fine arts.
8. Literature.
9. History.

Each of the above classes is divided into 10 divisions, and each division into 10 sections. The books are arranged on the shelves in simple numerical order, all class numbers being decimal. Since each subject has a definite number, all books on any subject must stand together.

Applying this system to the correspondence of a telephone company, for example, we have the following as examples of the main classes:

000 General.
100 Executive.
200 Finance and accounts.
300 Construction.
400 Equipment.
500 Operation.
600 Rates.

Each of the above general classes is susceptible of further subdivision by the employment of additional digits. For example, the heading "300 Construction" is subdivided as follows:

300 *Construction.*
310 Real estate.
320 Pole lines.
330 Circuits, loops, phantoms, etc.
340 Conduits.
350 Poles, wires, etc.
360 Cables.
370 Private lines, wire, etc.

No. 310 is subdivided thus:

310 *Real estate.*
310.1 Purchase of property.
310.2 Construction of new buildings.
310.3 Maintenance of real estate.

And No. 310.2 is subdivided as follows:

310.2 *Construction of new buildings.*
310.21 Plans and specifications.
310.22 Contracts for new buildings.
310.23 Interior appointments.

No. 310.23 has these subdivisions:

310.23 *Interior appointments.*
310.231 Furnishing.
310.232 Heating plant.
310.233 Lighting.

And No. 310.233 is subdivided into:

310.233 *Lighting.*
310.233.1 Electric wiring.
310.233.2 Gas fixtures.
310.233.3 Oil.

The process can be continued ad infinitum regardless of the diversity of the subjects or minutiæ of detail involved.

The advantages of the decimal system as applied to correspondence files are:

1. It can be applied with ease to the most varied subjects, and the most minute details can be classified by a few figures which represent their relationship and show their dependence upon or subordination to one another.

2. When any new topic arises, it is always closely related to some other existing head and connecting it with the nearest head by adding a decimal place makes abundant room for the newcomer. The system is thus capable of unlimited expansion and can never break down for lack of room for growth.

3. Not only are all papers on one subject found together, but the most nearly allied subjects precede and follow, they in turn being preceded and followed by other allied subjects as far as practicable.

4. Correspondence on allied subjects is sure to be separated sooner or later in every file arranged on the common plan unless it be frequently rearranged and reindexed, and the great amount of labor involved renders it impracticable and very undesirable.

5. The numbers tell of each letter or file of correspondence both what it is and where it is.

6. While the total file numbers used may be quite large, as a matter of fact a file arranged upon the decimal system may be said to consist of but 10 numbers, namely, zero to 9, inclusive; the other numbers being subdivisions of these 10 general heads for the convenience of the file clerk in placing the papers in the file in a systematic manner so that they can be quickly located when wanted.

7. Correspondence can be readily located without reference to the subject index.

Monetary saving possible—While it is difficult to estimate the monetary saving which would be effected if the files in the offices of the executive departments were placed upon a subjective basis and followed the principles of classification above set forth, it is believed that the direct saving on this score would amount to not less than $200,000 a year, while the indirect saving from the standpoint of better organization of working materials would undoubtedly tend to increase that sum.

Subjective classification would in many instances, if the experience of railroad and commercial concerns is any guide, be followed by a discontinuance of a very large part of the recording and indexing of incoming and outgoing correspondence. The cost in the executive departments of this operation is $536,654.50 in salaries alone, and 8,000,000 cards and 800,000 pages of book records are filled annually. While it would be speculative to estimate the amount which would be saved by the introduction of a subject classification for the correspondence of the executive departments, so far as the operation of recording and indexing correspondence is concerned, this may be said: If the cost of recording and indexing correspondence in all the executive departments could be reduced so as to equal in ratio the expense sustained by the two most recently created departments, which for that reason may be assumed to have the most modern methods installed, the saving in this operation alone would amount to $200,000 per annum. It is pertinent to remark here that one department receiving but one-twentieth of the number of communications received in all the executive departments sustains 37 per cent of the total expense of recording and indexing incoming correspondence.

REGISTERS OF CORRESPONDENCE.

Growing out of the imperfections of present filing systems, many offices have come to use what is known as the "record of correspond-

ence," being a complete record of every letter passing in and out of the office.

An idea of the extent to which these records are used may be had when it is mentioned that 800,000 pages of such records are filled each year in the executive departments at Washington. It is believed that with the installation of modern filing systems the necessity for these book registers will disappear.

THE PRESS COPY VERSUS THE CARBON COPY.

By the almost universal practice of business concerns the carbon copy has supplanted the press copy as a record of outgoing correspondence. A number of offices in the Government have adopted the same course and use the carbon copy exclusively, but most of them still adhere to the press-copy method.

In studying the question of the relative economy and efficiency of the carbon and press copy as a record of outgoing correspondence, the following considerations have more or less importance:

1. Permanency.
2. Economy.
3. Adaptability.
   (*a*) As facilitating dispatch of mail.
   (*b*) From standpoint of appearance and neatness.
   (*c*) From standpoint of saving time of executives and correspondence clerks.

1. PERMANENCY.

After a careful consideration of the reports of tests of inks, typewriter ribbons, and carbon papers, made by chemists, both in Government employ and elsewhere, it is believed that an indelible copy can not be obtained from a typewriter ribbon, since copying inks are more or less fugitive and many press copies if exposed to the light for any length of time become dim or fade entirely away. Even under the best conditions the press copy fades after 40 to 50 years, whereas the carbon copy makes a permanent nonfading record. The effect of this fading quality of the press-copy record has not yet displayed itself with sufficient force to be a pronounced factor, since the typewriter has been in use only about 35 or 40 years.

2. ECONOMY.

Consideration of the question from the standpoint of economy is somewhat difficult, since in nearly every office a different method is pursued in press copying letters. In the executive departments, however, the part of the salaries proportionate to the time spent by employees in press copying letters amounts to $31,080.46 per annum, according to the statements made in answer to the inquiry of the commission on the subject of handling and filing correspondence.

The average 500-page press copy book, according to the Government schedule, costs $1.33. It is a conservative estimate that one-half dozen press-copy cloths costing 28 cents a dozen are used up in copying 1,000 letters. Therefore the average cost for materials per 1,000 letters is $2.80.

On the other hand, it is estimated that 65 sheets of carbon paper will suffice to make 1,000 carbon copies. The cost of 65 sheets, according to the Government schedule, is 22 cents. One thousand sheets of manila paper, without letterhead printed thereon, can be obtained at a cost of 34 cents. The total of these two items is 56 cents a thousand copies, as compared with a cost of $2.80 for press copy books and copy cloths, a saving in cost for material in favor of the carbon-copy method of $2.24 a thousand. Applying this rate to the 14,000,000 communications which, it appears from the reports submitted by the executive departments upon the subject of handling and filing correspondence, are press copied annually, the amount of the saving to be effected is over $31,000. There are very few offices where the carbon copy is not taken as well as press copy; so that as a matter of fact the press copy is an additional record which in most cases could be abolished without the substituted expense of taking the carbon copy. In those offices where, due to some peculiar conditions, a chronological record of outgoing correspondence is imperative, an additional carbon copy could be taken and preserved in chronological order.

By discontinuing press copying the space now occupied by press-copy outfits becomes available for other purposes. The amount of space varies, but it is a conservative estimate that an average of 100 square feet of working space is consumed by the press-copying outfit in each office, not to mention the space required for filing the bound press-copy books. This storage space is constantly growing on account of the accumulation of press-copy books. When it is considered that space in Government buildings is worth on the average more than 50 cents a square foot, this factor becomes of importance.

3. ADAPTABILITY.

(*a*) *From standpoint of facilitating dispatch of mail.*—By the use of carbon copies the original is ready to mail the minute it is signed, so that mail signed late in the day may be dispatched the same day without requiring overtime work on the part of any employee, while papers signed earlier may catch an earlier mail or be earlier transmitted to another office. This is a distinct increase in efficiency.

(*b*) *From standpoint of appearance and neatness.*—In making carbon copies a record-ink ribbon and a record-ink carbon may be used, giving a clear, neat, clean appearance to both original and file copies. A copying ribbon gives a smeary appearance, the ink rubs off on the hands before copying, it is more difficult to erase in making corrections, and unless press copying is carefully done the ink runs or spreads when the letter is copied. The wetting of the paper gives it a wrinkled appearance, the creases become set, and the paper has a tendency to curl or fold itself up after being unfolded for reading. Envelopes coming in contact with recently copied letters often seal themselves and must be destroyed and new ones addressed.

(*c*) *From standpoint of saving time of executives and correspondence clerks.*—Another factor to consider is the time and convenience of officers and correspondence clerks who desire to read or consult a file of papers containing either carbon or press copies. The carbon copy is legible, smooth, of sufficient weight and stiffness to be readily handled, whereas the press copy is quite often illegible, frequently indistinct, is liable to crumple on account of the flimsy nature of the

paper which necessarily must be used, and will not stand up in the files.

From the standpoint of filing convenience the carbon copy is practically indispensable if vertical files are used, the press copy being so flimsy that it can not well be handled unless mounted on a paper backing.

THE DICTATION MACHINE.

Guided by the experience of large commercial concerns in the use of the dictation machine, and knowledge of the fact that the installation of such machines in recent years has been extending rapidly, careful consideration has been given to the question of the practicability of using the phonograph for the preparation of correspondence in the Government service.

There appears to exist some prejudice against these machines on the part of stenographers. At least, such has been the experience of commercial concerns now using the phonograph. To cite one example: A large corporation is now using 150 phonographs. Upon the first installation of the machines there was such a strong and universal protest from the stenographers that very shortly after the experiment was begun it was found impossible to continue their use and the machines were removed. A second trial on a large scale was had, but again the prejudice was sufficient to secure the removal of the machines. Upon the third trial the machines were adopted. And the result has proved the wisdom of the change. By the present phonograph method the average cost of a letter is 2.7 cents, whereas by the stenographic method formerly employed the average cost per letter was 4.3 cents. If offices in the Government can attain results to be compared with these, there can be no argument against the installation of such machines throughout the service.

One of the strongest arguments that the dictation machine is an economical aid in the preparation of correspondence lies in the fact that some of the largest railroad companies and industrial corporations in the country are using them, after careful test. It may be assumed they would not use the phonograph unless they found it more efficient and economical.

The dictation machine saves the time not only of the stenographer but of the dictator, and in the latter respect is about the only labor-saving device that affects the departmental head or executive personally. It increases his efficiency and gives him concentration and independence of action. All the other time-saving devices are for assistants with less valuable time and less demand for executive promptness, privacy, and high efficiency. To save the time of the person who directs others is of prime importance, and when the dictation machine accomplishes this and at the same time economizes the time of the transcriber, it becomes valuable as a piece of office machinery.

It is not disputed that the dictation machine saves the time of the stenographer; tests made anywhere prove that, but the saving in the time of the dictator is by indirect process and is not so easily ascertainable and demonstrated. That executives are benefited, however, is not open to serious question. In the first instance, the executives may use their spare moments between their many interruptions to dictate correspondence, orders to assistants, etc. The

experience of one of the high executive officers of a large railroad company was that the phonograph proved a great time saver for his assistants. He had 15 call buttons on his desk, and before he used the phonograph would press a button, calling some important head from a distance to receive a few instructions which are now typewritten in better form and at a minimum expense through the phonograph. This practice also eliminates the uncertainty of verbal instructions. In fact, in many large commercial concerns it has been made the rule that oral instructions will not be permitted.

The commission recently installed in its offices 16 dictation machines for experimental purposes. Careful record was kept of the rate of speed in turning out work by the phonographic as compared with the stenographic method. The statistical result of this test is given in the table below, which shows for a period of 10 weeks the weekly output and the rate of speed by each method.

Period (10 weeks, Aug. 14 to Nov. 4).	Stenographic work.		Phonographic work.	
	Number of words.	Words per minute.	Number of words.	Words per minute.
First week	29,328	28+	65,260	22+
Second week	11,112	24+	28,812	20+
Third week	11.268	20+	54.612	35+
Fourth week	12.012	18+	40,884	27+
Fifth week	8,652	29	55.932	38+
Sixth week	26.544	18+	13,608	50+
Seventh week	23.124	24+	60,096	45+
Eighth week	26.484	21+	18,624	61+
Ninth week	38,448	23+	54.548	49+
Tenth week	18,778	28+	30,018	41+
Total averages for 10 weeks	....	22+	....	38+
Total averages for first 5 weeks	....	23+	....	28+
Total averages for last 5 weeks	....	21+	....	49+

An examination of this table discloses a constant improvement in speed by the dictation-machine operators, while the rate of output by the stenographic operators remained stationary. At the outset, however, the test disclosed no saving; in fact, the rate of speed of the stenographers was greater than that of the dictation-machine operators. This was due to the fact that the comparison was between experts and novices. The stenographers had had from 1 to 10 years' experience, whereas but one of those engaged in the phonographic test had ever before used a dictation machine. Under such conditions any improvement whatever in speed by the operators of the dictation machine over the stenographers is significant and a promise of a very great improvement as fast as the machine operators become accustomed to the machines and expert in their use. If, at the outset, the novices using the dictation machine can produce as much work as the expert stenographers the economy of the phonograph is demonstrated. The stenographers in the continuation of the test are not likely to increase their speed, but an increase in the output of the phonographic operators is inevitable.

As proof of the above statement, it will be noted from the preceding table that, comparing the output of the first five weeks of the test with that of the last five weeks, the rate of speed of the stenographers decreased 8 per cent, while the rate of the dictation-machine operators increased 73 per cent, and that during the latter period the output

of the dictation-machine operators was at a rate of speed 125 per cent greater than that maintained by the stenographers.

A number of offices in the executive departments have installed dictation machines for the purpose of making a trial.

In connection with these tests careful statistical records are being kept to show the comparative speed at which work is produced by means of the phonographic and stenographic methods. The same difficulties which confronted the commercial concerns are being met with, but as the result of persevering efforts and excellent cooperation from those interested in the subject in the executive departments, fair trials and accurate statements of results are expected.

In one of the large divisions of an executive department 30 machines were installed for the purpose of a test which lasted two months. Before the test was undertaken a complete record of the time spent by stenographers at the desks of correspondence clerks and others in connection with the taking of dictation, together with the time consumed in transcribing the same, was maintained for a month. This record showed that the output of the stenographers of this division during the time actually engaged in stenographic and transcribing work was at the rate of 14.67 words a minute.

During the succeeding seven weeks the method of producing correspondence was changed to the phonographic, and a like record was kept. This record showed that the output of 23 operators, amounting to 730,504 words of letters, etc., produced in 693 working hours, was at the rate of 17.56 words a minute, or an increase in rate of approximately 20 per cent.

The above figures, however, do not set forth with complete justice to the dictation machines the comparative efficiency of the two methods, since in the case of the stenographers they had had years of experience, whereas none of them had ever before used the dictation machine. For this reason, at the outset, the rate of output by means of the dictation machine was very low; in fact, it was lower than the rate of output by the stenographic method. As the test progressed, however, the increase of rate of output was pronounced and steady, so that, while the rate was only 14 words a minute during the first week, during the seventh or last week of the test the rate was over 32 words a minute, this last rate showing an increase over the stenographic method of more than 100 per cent. It is confidently believed that the rate of output by the dictation-machine method would have increased still more, but as the test had already lasted seven weeks and the results seemed to be conclusive, it was not regarded necessary to continue the trial longer.

The statistics kept showed only the saving in time or the increase of output by the stenographers. It took no account of the saving in time which accrued to the dictators, whose time is more valuable, on account of their higher compensation, but impossible to measure in a true comparison with the stenographic method on account of the following circumstances: The difference of method by the dictator in using the stenographer and the dictation machine is radical. The usual practice by the former method is for the dictator to take a succession of cases, go over them, prepare in each case the reply he intends to make, after which he calls the stenographer and proceeds with his dictation. By this time the dictator has in his mind some 20 to 30 replies, but he has read so many letters and consulted so

many papers in connection with them that it is obvious in the second going over of his mail, he must, to a certain extent, lose more or less time in recalling important points in the case, which, of course, necessitates a review of the papers. It is not unreasonable to state that by this method some 5 or 10 per cent of the dictator's time is lost, besides the time of the stenographer, who is compelled to sit idly by while such review work is being done.

By the use of the dictation machine, however, no time is lost in reading papers or files the second time. The machine being near the desk of the dictator, as each case is prepared in the first place the reply is dictated and disposed of. The result is a letter prepared fresh from the mind of the dictator, whereas by the stenographic method the letter is dictated : considerable time after preparation and must necessarily suffer, both in direct application to the case as well as in diction.

The report of the superintendent of the division where the above test was had is contained in Exhibit 1 F.

In order to furnish a concise view of the comparative results of the two methods, the table given below shows the rate of output during five weeks by the stenographic method and the rate of output of each of the seven weeks during the period of the phonographic test, showing also in respect of the phonographic test the percentage of increase in rate of output of each week over the week next preceding. The figures disclose a steady increase in output by the phonographic method, although at the outset the rate was somewhat below that of the stenographers, thus showing beyond contradiction, so far as the work of that division was concerned, twice the amount of correspondence could be produced in the same length of time.

Table showing average number of words per minute written by stenographic method and by phonographic method by the stenographic force of the Rural Free Delivery, Post Office Department, for five weeks, 1911.

Stenographer or phonograph operator number.	Stenographic average for five weeks.	Phonographic average for—						
		First week.	Second week.	Third week.	Fourth week.	Fifth week.	Sixth week.	Seventh week.
1	29+	28+	17+	24+	19+	21+	29+	34+
2	13+	8	11	12	14			11
3	14+	6	11	12	18	21	30	39
4	14+	9	17	13	15	28	14	
5	15+	14+	18+	19+			19+	16+
6		14+	13+					
7			4+					
8		15+	16+					
9		13+						
10	28+	21+	20+	22+	22+	39+	29+	30
11		28+	31+	24+	23+	10+	17+	40+
12	19+	20+	13+	15+	16+	17	26+	28+
13	28+	13+	24+	24+	28+	22+	35+	42+
14	9+							
15		6+	9+	15+	18+			
16	13+			10+	12+	10+	26+	
17		9+	6+					
18		20+	23+	22+	21+	29+	29+	28+
19	9+	10+	15+	18+	25+	15+	29+	
20		10+	12+	14+	5+	3+	39+	86+
21			15+	18+	12+	17+	23+	27+
22						26+	25+	20+
23	13+	11+	12+	11+	15+	19+	20+	21+
24			3+					
General averages	14.67	14+	14+	17+	17+	19+	26	32+
Percentage of increase over week next preceding	0	0	0	21	0	11	36	23

The head of this division has recommended the purchase of 14 dictation machines, finding as a result of the installation he can reduce his force immediately by six persons, at a saving in salaries of over $6,000 per annum.

Monetary saving possible.—If the dictation machine were used in all cases where possible in the executive departments in Washington, with a resulting reduction in cost of producing correspondence at a rate only half that attained in commercial concerns, the saving would be more than $500,000 a year.

The average cost of preparing a communication in the executive departments, as shown by the figures submitted by those departments in answer to the inquiry of the commission on the subject of handling correspondence, is 11.5 cents for communications of all kinds. This figure includes letters, printed forms, circulars, etc. We are dealing now, however, only with typewritten letters. It is obvious, therefore, that the cost of producing typewritten letters is very much more than 11.5 cents each, but for the purpose of this statement 11.5 cents a letter will be taken as the basis. In some of the largest railroad systems in the United States the average cost of producing a letter by the stenographic method was 5¼ cents. After the introduction of the voice-writing machine it was found that the cost of production was reduced over 50 per cent. Assuming that the introduction of the phonograph as a means of producing correspondence in the Government service will effect a saving of, not 50 per cent, as was the experience of several large railroads and industrial corporations, but 25 per cent only, we would have a saving of 2.875 cents for each letter. Applying this rate to the 18,600,000 letters written by stenographers in the executive departments at Washington, the saving per annum would amount to over $500,000.

MAILING MACHINERY.

In some departments a very large amount of circular matter is issued, a considerable part of which is folded, enveloped and addressed by hand. By the introduction of modern addressing and mailing machinery the clerical labor now spent on such work could be reduced to a great extent with economical results.

THE WINDOW ENVELOPE.

This envelope has a portion of the face transparent, so that by folding and inserting the letter or other inclosure in a certain way the name and mailing address as given on the inclosure are shown through the transparent portion.

This envelope accomplishes two main things: First, it insures absolute accuracy of address, since the address in the letter serves as the address of the envelope; second, it effects the elimination of the clerical operation of addressing envelopes.

The window envelope has been made the subject of a special report, which was submitted to the President December 4, 1911, and transmitted to Congress February 5, 1912 (S. Doc. No. 293.)

REARRANGEMENT OF FORM BLANKS.

One question which is receiving attention in connection with the handling of correspondence is whether the arrangement of forms which are partially printed or multigraphed and designed to be filled in by the typewriter can not be improved so that the information which is now entered in scattered places may be concentrated in one place. Such an arrangement of form blanks will save time for two reasons. The first and major reason is that the reviewing officer or employee can see at a glance, because the inserted information is compact, everything he desires to see without losing time reading any of the printed part of the form. The second and minor reason is that the stenographer can fill in a form very much more rapidly if the information is concentrated in one part than if he has to skip from place to place to insert each item.

ELIMINATION OF SALUTATION AND COMPLIMENTARY CLOSE.

The reports from the executive departments on the subject of handling and filing correspondence show that there are dictated to stenographers in the executive departments of the Government at Washington approximately 18,600,000 communications annually. It is believed to be a reasonable estimate that three-fourths of this number are "service" communications—that is to say, correspondence between Government offices and employees. The production of this enormous quantity of correspondence consumes a large part of the time of officers and employees, and any reduction in the bulk thereof or simplification or abbreviation of methods, no matter how slight, will effect a saving quite large in amount.

The elements of a letter, in the order in which they customarily appear, are as follows:

1. The title and location of the person or office from which the letter emanates.
2. The date.
3. The name, title, and location of the person addressed.
4. The salutation.
5. The body of the communication.
6. The complimentary close.
7. The signature.
8. The title of the person signing.

The essential elements of a letter are the date, the person from whom or office from which the letter emanates, the person to whom the letter is sent, the body of the communication, and the signature. The salutation and the complimentary close add nothing to the letter from the standpoint of transacting the business of the Government. These elements, serving no practical purpose, could be eliminated without detriment to the public business and at a considerable saving of time and expense.

The other elements in a letter, being essential, can not be eliminated, but they can be much abbreviated. For instance, the title of the person from whom the communication emanates is usually stated twice, namely, on the letterhead and below the signature. Stating this information once serves the practical purpose of the

letter. Furthermore, the title of the official to whom the letter is sent, frequently long and usually spelled out in full, could be abbreviated and time as well as space be saved. This idea is best explained by setting forth a hypothetical case, comparing the present procedure with that proposed. Say, for example, the Postmaster General desired to instruct the Third Assistant Postmaster General to have prepared for his consideration a statement showing the total weight of second-class matter at first-class post offices in the United States during the fiscal year ended June 30, 1911. Under the present practice a letter in the following form would be written:

HON. JAMES J. BRITT, OCTOBER 9, 1911.
Third Assistant Postmaster General.

SIR: Please have prepared for my consideration a statement showing the total weight of second-class matter mailed at United States post offices of the first class during the fiscal year ended June 30, 1911.

Very respectfully, F. H. HITCHCOCK,
Postmaster General.

Eliminating the salutation and the complimentary close, and writing the title only of the person addressed, the letter would read as follows:

OCTOBER 9, 1911.

THIRD ASSISTANT POSTMASTER GENERAL:

Please have prepared for my consideration a statement showing the total weight of second-class matter mailed at United States post offices of the first class during the fiscal year ended June 30, 1911.

HITCHCOCK.

The third method, representing the extreme of abbreviation and simplicity, but omitting nothing which would serve a practical purpose, would be as follows:

OCTOBER 9, 1911.

THIRD ASST.:

Please have prepared for my consideration a statement showing the total weight of second-class matter mailed at United States post offices of the first class during the fiscal year ended June 30, 1911.

HITCHCOCK.

Every practical purpose of the direction of the Postmaster General to his Third Assistant is subserved by condensing the communication in the manner set forth in the third example. By the third method the equivalent of 13 words is saved over the first method.

That this proposition is not merely theoretical is seen by the fact that several foreign Governments in some of their large departments have actually eliminated from their correspondence the salutation and complimentary close as well as abbreviated the titles of their public officers. In the United States some large corporations are doing the same thing. One of the greatest railroad companies in America is simplifying its correspondence to the extent of eliminating the salutation and complimentary close as well as using the initials of the individual from whom the letter emanates and to whom it is addressed in correspondence within certain divisions of its service. This is being done as an experiment and is meeting with such success that its use now bids fair to be extended all over the system.

In the German Navy, as well as in our own Navy Department, the salutation and complimentary close are omitted from communi-

cations within the service, and the signing officer writes his last name only with omission of title below the signature. In the French Army practically the same rule is followed. In the British Navy simplification and abbreviation have been carried further than is here proposed. For example, in correspondence within the office of the First Lord of the Admiralty (the highest officer in that service) he does even less than sign the last name. That official signs only the initial letter of his last name, on the ground that time is too valuable for an officer of such rank to spend any greater part than is absolutely necessary in signing his name. Authoritative approval of matters is all that is desired and that is secured by attaching his initial to the communication or order.

The War Department, in recognition of the substantial advantage to be secured by the elimination of useless ceremonial forms in its correspondence, has directed, by way of experiment, that all ceremonial forms at the beginning and end of letters, such as "Sir," "I have the honor," "I would respectfully," "Very respectfully," etc., shall be omitted, and that the official designation of the writer and the name of the official or person addressed shall be written upon one line, thus:

"Chief Commissary to Adjutant General."

CONCLUSION.

The preceding figures setting forth the possible saving which could be attained if the recommendations of the commission were put into effect are based mainly upon the reports furnished to the commission by the executive departments. They take no account of the saving which could be effected by the introduction of improved methods in the independent governmental establishments and the branches outside of Washington, where there exists an administrative and clerical service considerably larger than that in Washington. If these improvements were extended throughout the Government service, both in Washington and elsewhere, the saving would reach a very much higher figure than heretofore stated.

The further prosecution of the inquiry, and the development of methods based upon the above conclusions, have been placed in the hands of special committees operating independently of each other. Although the commission has representatives on every one of the committees, the determination of the general method of pursuing the subject rests with the majority of each special committee. It may be stated, however, that the recommendations of the committees so far made have been in exact consonance with the general conclusions reached by the commission on the subject and that these conclusions have been embodied in the committees' reports without dissent. This uniform attitude of the committees is disclosed in the reports made by them in regard to the following departments: Navy, Treasury, Agriculture, Post Office, Interior, and Commerce and Labor, which are made a part of this report as Exhibits 2 F, 3 F, 4 F, 5 F, 6 F, and 7 F.

The work of devising improved methods is proceeding satisfactorily in the executive departments and with as much dispatch as circumstances make possible.

RESULTS SO FAR ATTAINED.

Since the inquiry on the subject of handling and filing correspondence was entered upon, a number of changes in methods of handling correspondence and in filing systems have been made in conformity with the recommendations herein stated. Many of these changes are attributable, directly or indirectly, it is believed, to the efforts of the commission. It is not possible at this time, however, to ascertain the full extent to which such changes have been made, but those which have come to the attention of the commission, or which have been effected in cooperation with the efforts of the commission, have resulted in a saving estimated at from $50,000 to $75,000 per annum.

WASHINGTON, D. C., *February 13, 1912.*

EXHIBIT 1 F.

JANUARY 16, 1912.

The FOURTH ASSISTANT POSTMASTER GENERAL:

SIR: I have the honor to submit below, with the suggestion that it be transmitted to the chief clerk of the department for his information, a report concerning the use of phonographs in the Division of Rural Mails.

During the months of October and November last, at the request of the President's Commission on Economy and Efficiency, I undertook to determine by experiments the practicability of preparing correspondence by means of the dictating machine. For this purpose 30 machines were made available. * * * I conceived that the essence of this question lay in the fact whether by the use of phonographs a greater or less amount of letters could be produced in the same period of time than by the stenographic method. The result was that the phonograph method doubled my output, or what amounts to the same thing, produced the same output in less than half the ime.

The following was the method of the test: During the month of September the stenographers of my division were directed to keep a record of the time spent by each at the desk of correspondence clerks in connection with the taking of dictation, together with the time spent transcribing the same. This record showed that the output of 12 stenographers amounted to 321,129 words of letters, memoranda, or correspondence of like nature, in 353 working hours, which was at the rate of 14.67 words a minute.

During the succeeding seven weeks the method of producing correspondence was changed to the phonographic and like record was kept. This record showed that the output of 23 operators amounted to 730,504 words of letters, etc., produced in 693 working hours, which was at the rate of 17.56 words a minute, or an increase in rate of output of approximately 20 per cent.

The above figures, however, do not set forth with complete justice to the dictating machines the comparative efficiency of the two methods, since, in the case of the stenographers they had had years of experience, whereas none of them had ever before used the dictating machine. For this reason, at the outset, the rate of output by means of the dictating machine was very low; in fact, it was lower than the rate of output by the stenographic method. As the test was continued, however, the increase of rate of output was pronounced and steady, so that, while the rate was only 14 words per minute during the first week, during the seventh or last week the rate was over 32 words a minute, this last rate showing an increase over the stenographic method of more than 100 per cent. In my opinion the rate of ouput by the dictation-machine method would have increased considerably more, but as the test had lasted already 12 weeks and the result seemed to me to be conclusive, I did not continue the use of the machine any longer.

The statistics kept showed only the saving in time or the increase of output by the stenographers. It took no account of the saving in time which accrued to the dictators, whose time of course is more valuable, on account of the higher salaries received, but impossible to measure in a true comparison with the stenographic method, due to the following circumstances: The difference of method by the dictator in using the stenographer and the dictation machine is radical. The usual practice by the former method is for the dictator to take a succession of cases, go over them, prepare in case after case the reply he intends to make, and after his cases are ready he calls the

stenographer and proceeds with his dictation. By the time the dictator is ready to dispose of his correspondence he has got in his mind from 20 to 50 letters, but he has read so many letters and consulted so many files in connection with them that it is obvious in the second going over of his mail he must, to a certain extent, lose more or less time in recalling important points in the case, which, of course, necessitates a second review of the papers. I believe it is not unreasonable to say that by this method from 5 to 10 per cent of the dictator's time is lost, besides the time of the stenographer, who is compelled to sit idly by while such second review work is being made.

By the use of the talking machine, however, no time is lost in reviewing papers the second time. The talking machine being on the desk of the dictator, as each case is prepared in the first place a letter relating to it is dictated and disposed of. The result, by this method, is a letter prepared fresh from the mind of the dictator, whereas the other way the letter is dictated after considerable time has elapsed and must necessarily suffer both in direct application to the case as well as in diction. While the saving of time to the dictator by the use of the talking machine is apparent and considerable, as is evidenced by representations made by many of the dictators to me for a continuance of the use of the machine, it is not possible to accurately measure it in time. I am convinced, however, that there is a material saving in time to the dictator. * * *

In order to furnish a concise view of the comparative results by the two methods, the table sets forth the rate of output during the five weeks by the stenographic method and the rate of the output for each of the seven weeks during the period of the phonographic test, showing in respect of the phonograph the percentage of increase of rate of output of each week over the week next preceding. Said table discloses a steady increase in output by the phonographic method, although at the outset the rate was slightly below that of the stenographers, thus showing beyond contradiction, so far as the work of my office is concerned, twice the amount of correspondence can be produced in the same time.

RECOMMENDATION.

With the installation in this division of a suitable number of dictating machines, at a cost of less than $2,500, I can reduce the force of my division immediately by six persons, which will effect a saving in salaries of about $6,000 per annum.

This recommendation is based upon a prospective increased efficiency amounting to but 75 per cent of that indicated by the statistics of the test, and takes no account of the saving in time to the dictator nor of the probable increase of output which I believe to be inevitable through a continuance of the dictation-machine work. It is not at all likely that operators with only seven weeks' phonograph experience can be expected to reach the summit of their efficiency. With the installation of the machines recommended and further practice by the operators in their use, I hope to effect a further reduction in the force of this division. I am confident that if the test had been continued several more weeks the rate of output would have been considerably increased. I am informed that in the test conducted by the President's Commission on Economy and Efficiency with its own operative force, after three months' experience, the rate of output of the operators ranged from 45 to 55 words a minute. I believe approximately the same result could be obtained with my force.

The estimate of the saving for the first year takes into consideration the initial outlay for the purchase of the machines. After the first year the expense would include only depreciation and the cost of material used.

I further believe that if the opportunity had presented itself for centralizing in one section all of the letter writing produced by means of the talking machines the above showing would have been greatly increased. I am so firmly of the belief that the use of these phonographic dictating machines would be so distinctly in the interest of good administration that I desire to urge the purchase of a sufficient number to fully equip the Division of Rural Mails, as above stated. This can be done at a cost not to exceed $2,500. With the installation of these machines I am convinced that the reduction in force above stated can be accomplished.

Respectfully,

George G. Thomson,
Superintendent Division of Rural Mails.

Exhibit 2 F.

REPORT OF NAVY DEPARTMENT COMMITTEE.

August 11, 1911.

The special committee of the President's Commission on Economy and Efficiency, designated to make a personal examination of existing conditions in the Navy Department on the subject of handling and filing correspondence, submits the following preliminary recommendation for the consideration of the commission and the committee on economy and efficiency in that department.

The special committee has held a number of meetings, some of which have been attended by a representative of the Navy Department committee, the chief clerk of the department, and the chief clerks of the various bureaus and offices. The members of the special committee have examined the methods employed in handling and filing correspondence in several of the bureaus and offices of the department and have personally consulted with representatives of such bureaus and offices in regard thereto. Conditions have been found which, it is believed, are susceptible of improvement at once without involving any radical change in the general method of conducting the business of the department. It is therefore deemed advisable to make an interim recommendation in order that the department may immediately gain the benefit of the changes suggested. This recommendation is aimed to accomplish the following results:

First. A change in the system of indorsements in use in the department whereby the slip form of indorsements will be discontinued and indorsements written on letter-size pages.

Second. The discontinuance of all press copying and the use of carbon copies in lieu thereof.

The committee is satisfied that a considerable saving in time and expense can be effected by the adoption of these changes. They in no way conflict or interfere with any system of indexing, recording, or filing correspondence now in use in the department, or with any system under consideration by the commission or its special committee, and consequently can be placed in effect at once without prejudice to the views of the departmental committee or any bureau or office upon other questions which have been or may be suggested to or taken up by the special committee for discussion. No new equipment is required nor expense involved. On the contrary, the existing press-copying outfits and books and materials used in connection therewith can be dispensed with, thus providing space for other purposes. Furthermore, careful tests have been made which show that the time of officers and others spent in reading files of correspondence will be greatly lessened by the fact that the correspondence will be presented in more compact form than is the case at present.

The special committee believes it has given consideration to every phase of the matter involved in the foregoing propositions, the principal points being as follows:

1. Whether the indorsement system of communication might not be abandoned immediately and all communications be by letter.
2. Whether the slip form or the letter-size sheet form of indorsements is preferable.
3. Whether more than one indorsement should be placed on a page.
4. Whether the sheets should be arranged so that the last indorsement will be on the top or the bottom of the file.
5. Whether the subject of the file should be repeated in writing each indorsement.
6. Whether pro forma indorsements should not be simplified by the use of a route card or form on which a simple notation could be made.
7. Whether letters and indorsements should be written single or double spaced.
8. Whether receiving stamps should be placed on the face or the reverse of pages.
9. Whether carbon or press copies are the more desirable, considering their value as evidence, the time required for their making, their neatness, the facility with which they can be handled as a record, their permanence as a record, the liability of errors being uncorrected, the cost of paper, etc.
10. Whether more than one record or file copy of outgoing correspondence is necessary.
11. The grade and weight of paper for original and file copies of correspondence.
12. Whether both sides of a page could be utilized.

Upon these points the special committee has reached the following conclusions:

1. The existing system of indorsements can not be abandoned at present, but may be curtailed and otherwise improved.
2. The letter-size form is preferable.
3. As many indorsements as possible should be placed on a page.
4. The last indorsement should be at the end or bottom of the file.
5. The subject should only be repeated where required to identify the file copy.

6. A route card is not desirable.

7. Letters and indorsements should be single spaced, with a double space between paragraphs.

8. Receiving stamps should be so placed as not to occupy any writing space.

9. Carbon copies only should be made for the files.

10. Only one file copy is necessary.

11. A 4½-pound, 8 by 10½ inch, white linen paper for originals and an inexpensive colored paper, such as "railroad manila," for carbon copies, is recommended.

12. Writing should be confined to one side of all pages.

The special committee does not attempt to state in detail all of the considerations upon each question which led to the conclusions above stated, but is prepared to do so upon request.

The various chief clerks were advised of the contemplated action of the special committee and invited to comment thereon. The comments received are transmitted herewith, together with a brief in answer to the objections made.

A draft of a general order recommended for issue by the Navy Department as soon as convenient, placing in effect the changes recommended, is transmitted herewith.

The general order issued by the Secretary of the Navy is as follows:

"GENERAL ORDER
No. 130. "NAVY DEPARTMENT,
"*Washington, D. C., November 20, 1911.*

"1. Official letters and indorsements, initiated after the receipt of this order, will be written on 8 by 10½ inch white linen paper, weighing approximately 4½ pounds per ream of 500 sheets of that size. The provisions of this order will not apply to correspondence already bearing slip indorsements. The use of paper 8 by 10½ inches of the present weights will be continued until the supply on hand is exhausted.

"2. The body of letters and indorsements, when typewritten, will be written single spaced, with one double space between paragraphs, in the form shown in examples forming a part of this order. Each indorsement will, where possible, be written on the same sheet as the preceding indorsement or letter, with a space of about 1 inch intervening.

"3. The subject of a letter will be stated concisely at the beginning of the letter, according to the present practice, but will not be repeated at the beginning of each indorsement, *except* where required by the filing system of the writer's office to identify the file copy.

"4. Stamps showing the date of receiving papers must be so placed as not to occupy any writing space. If stamps constituting *pro forma* indorsements, such as 'Received and forwarded,' 'Forwarded, contents noted,' 'Referred for action,' etc., are used, they will be placed on the face of pages as though written in a more formal manner.

"5. Paper used for letters and indorsements will have two holes punched in it, one-half inch from the top and 1 inch from the right and left hand margins, in order that indorsements may be uniformly fastened to the correspondence and to permit easy removal for continuing the indorsement until the sheet is filled.

"6. After December 31, 1911, the making of press copies of letters and indorsements will be discontinued, and carbon copies in sufficient number will be made in lieu thereof for the files of the writer's office, the name of the signing officer to be stamped or otherwise placed thereon. Until that date the use of press or carbon copies will be optional. Record typewriter ribbons will be used in lieu of copying ribbons after the discontinuance of press copying.

"7. After the present supply is exhausted a green-tinted paper weighing approximately 3 pounds per ream of 500 sheets, 8 by 10½ inches in size, will be used for carbon copies.

"8. As a general rule, a letter from one office to another will be answered by a separate letter and not by indorsement on the original. These instructions are not intended to prevent the use of stamped or written indorsements on papers or reports of which copies are not retained, or to prevent the use of indorsements on papers necessarily referred to several bureaus or offices; they are intended to prevent the practice of having an original letter returned to the writer by an indorsement containing the report or information requested, and having in the indorsement a request for the return of the papers to the office or person to which they were originally sent, as this procedure necessitates increased clerical work in copying the indorsement, and requires the papers to be mailed three times. If the original letter is answered by a separate letter, each office has a complete record of the correspondence without extra work, and the papers are sent through the mails twice instead of three times.

"G. v. L. MEYER,
"*Secretary of the Navy.*"

EXHIBIT 3 F.

REPORT OF TREASURY DEPARTMENT COMMITTEE.

SEPTEMBER 22, 1911.

After a study of the reports upon the subject submitted to the President's Commission on Economy and Efficiency, and a personal examination of the methods employed in the various bureaus and offices of the department, the committee has reached the following conclusions:

1. That all correspondence should be filed flat in a vertical file.
2. That briefing upon the back of correspondence should be discontinued.
3. That carbon copies should constitute the record of outgoing correspondence instead of press copies.
4. That the sequence of letters in a file of correspondence should be chronological, with the most recent letter on top.
5. That all the correspondence of the department, both incoming and copies of outgoing, should be filed together, upon a subjective classification arranged as nearly as may be upon a self-indexing basis; and where numbers are regarded as essential that a logical arrangement of the same under the decimal system should be employed; that, as a part of the scheme of classification when correspondence concerns objects of expenditures the file number shall follow the classification of objects of Government expenditure set forth in circular 19 of the Commission on Economy and Efficiency; and circular 36 of the Treasury Department, dated June 21, 1911.
6. That no record of incoming or outgoing correspondence should be made except where absolutely essential, and that all bound-book registers of correspondence received and sent should be discontinued.

The committee has held 38 meetings from July 3 to date, during which period they visited 30 offices, some of them a number of times.

At the outset the committee reached the conclusion that it would be inadvisable, if not impracticable, to attempt to devise a uniform plan of classification for the correspondence of the entire department. The business as well as the necessities of the offices, from the standpoint of frequent or rare consultation of papers and files used, are very diverse. In some offices papers after being disposed of initially are filed away permanently; in others the papers in the files constitute the working materials of the office and are in constant use; they are coming out and going into the files daily. On account of this situation it has been necessary for us in our study of the operations and business of each office, from the standpoint of devising a simple and practical system of handling and filing correspondence, to be guided mainly by the condition peculiar to the office.

Notwithstanding the above-mentioned diversity in nature of business in the various bureaus and divisions and consequent difference in methods pursued, the committee is of the belief that the general principles or recommendations above stated have application to the Treasury Department as a whole and should be presented to you for approval in advance of the submission of reports and recommendations for each specific office of your department. These reports are in process of preparation, but since the recommendations contained therein are based upon the general principles above outlined, it is deemed advisable to secure your approval to those recommendations in advance of the submission of the report covering the different bureaus and divisions.

As soon as your approval of the above recommendation is secured, the committee will immediately proceed to the completion of its report on each office, and submit the same to you.

In order to obtain the best results in our inquiry upon the subject of handling and filing correspondence in each bureau and division, it is requested that direction shall be given to each bureau and division to select a representative familiar with the organizations and functions of the office and the method employed in handling correspondence to cooperate with us in the consideration of the operations of and methods pursued in the division and the development of our ideas and recommendations in regard thereto. In pursuance of this plan it is the purpose of the committee as its specific ideas arise in respect to the operations of a particular office to present those ideas to the office with the request that the person designated to cooperate with us shall submit to the committee in writing a statement giving his ideas as to the probable results of a change which the committee has in mind, so that if the idea is impracticable, by reason of some feature of the local situation, concerning which we had no information, the idea or any part of it, so far as it relates to the office, may quickly be dismissed and the committee not waste its time pursuing something which might prove to be futile. If this plan is followed the committee will not only secure the cooperation of

persons familiar with the functions and organization of each office in which it operates, but by reason of immediately stating its position and explaining its ideas to those at the head of each division the operations of the committee will be hastened and those in the office most directly concerned will not be kept in the dark as to the recommendations the committee has in mind. Furthermore, the natural tendency of an office being against a change in the existing order of things will secure a careful and full statement of any objection to or embarrassment which would be likely to arise if a change were made.

Exhibit 4 F.

REPORT OF DEPARTMENT OF AGRICULTURE COMMITTEE.

October 25, 1911.

The special committee of the President's Commission on Economy and Efficiency, designated to make a personal examination of existing conditions in the Department of Agriculture in the handling and filing of correspondence, submits the following preliminary report and recommendations for the consideration of the commission and the committee on economy and efficiency in that department:

The committee believes that the first consideration should be given to the system of recording and filing correspondence in use in the several bureaus of the department as affording the widest opportunity for the introduction of methods which will result immediately in lessening the cost of operation. Several meetings have been held, one of which was attended by representatives of the Bureau of Plant Industry, the Bureau of Animal Industry, the Bureau of Chemistry, the Weather Bureau, and the Forest Service. At this meeting the possibility of filing all correspondence under a subjective system was fully discussed, and each of these bureaus, with the exception of the Forest Service, which already files only subjectively, was requested to furnish the committee with a list of subjects included in the correspondence now filed numerically, in order that the committee might reach a conclusion as to whether or not a change from the numerical to the subjective system is practicable and should be recommended. These lists have been received, and after going over them the committee believes that subjective systems of filing can be used in all of the bureaus with at least equal efficiency in the handling of the files and with a marked decrease in the cost of maintaining them.

As a result of its investigations the committee has reached the following conclusions:

1. That no book or card record of incoming or outgoing correspondence should be made except where absolutely essential; and particularly that all bound-book registers of correspondence received and sent should be discontinued.

2. That the briefing of correspondence should be discontinued.

3. That carbon copies should constitute the record of outgoing correspondence, and that press copying should be discontinued.

4. That all the correspondence of the several bureaus, both incoming and copies of outgoing should be filed upon a subjective classification arranged as nearly as possible on a self-indexing basis, and, where numbers are regarded as essential, that a logical arrangement of numbers under the decimal system should be employed.

5. That, where it is now employed, the system of folding correspondence and filing in document files be discontinued, and that all correspondence be filed flat.

6. That all correspondence should be filed in vertical files, except where bureaus now use for alphabetic files furniture which is especially designed for horizontal and not vertical filing; but that no new furniture designed for horizontal filing should be purchased.

On account of the diversity of the business and needs of the different bureaus of the department it is evident to the committee that no attempt can be made to devise a uniform plan of classification for the correspondence of the entire department, but that in its recommendations it must be guided by the conditions peculiar to each bureau or office. It is believed, however, that the general principles recommended above apply to the department as a whole and should be presented for approval in advance of reports and recommendations for each bureau or office. As soon as these general principles are approved the committee will proceed to the completion of its reports and recommendations regarding the several bureaus of the department.

EXHIBIT 5 F.

REPORT OF POST OFFICE DEPARTMENT COMMITTEE.

NOVEMBER 9, 1911.

The special committee designated to make a personal examination of existing conditions in the Post Office Department in the handling and filing of correspondence, submits the following preliminary report and recommendations for the consideration of the President's commission and the committee on economy and efficiency in that department:

After a study of the nature of the business of the Post Office Department, and examination of the systems employed in the handling and filing of correspondence, the committee has reached the conclusion that it would be impracticable to attempt to devise a uniform plan of classification for the correspondence of the entire department.

The business of the various bureaus and divisions has not sufficient relation to make a uniform plan practicable. On account of this situation it has been necessary for us in our study of the operations and business of each office from the standpoint of a practical system of handling and filing correspondence to be guided mainly by the local conditions.

Notwithstanding the diversity in the nature of the business of the bureaus and divisions and consequent difference in methods followed, the committee is of belief that certain general principles have application to the Post Office Department as a whole, and should be presented for approval in advance of the submission of specific reports or recommendations for each particular office of the department.

These principles, stated in the form of recommendations, are as follows:

1. That the system of folding correspondence and filing in document files be discontinued, and that all correspondence be filed flat.
2. That the briefing of correspondence be discontinued.
3. That no book or card record of incoming or outgoing correspondence be made except where absolutely essential; and particularly that all bound book registers of correspondence received and sent be discontinued.
4. That the correspondence of the several bureaus and offices of the department, both incoming and copies of outgoing, be filed upon a subjective classification arranged as nearly as possible upon a self-indexing basis; and, where numbers are regarded as essential, that a logical arrangement of numbers under a decimal or analogous system be employed.
5. That carbon copies constitute the record of outgoing correspondence, and that press copying be discontinued.

Specific reports covering each bureau and division are in course of preparation, but since they are based upon the general principles above outlined, it is deemed advisable to secure approval of those principles in advance of the submission of such reports.

As soon as approval of the above recommendations is secured, the committee will immediately proceed to the completion of its reports on each office and submit the same.

EXHIBIT 6 F.

REPORT OF DEPARTMENT OF INTERIOR COMMITTEE.

FEBRUARY 9, 1912.

The special committee on handling and filing correspondence in the Department of the Interior submits the following preliminary report and recommendations:

1. That the practice of folding correspondence for filing be discontinued, and that all correspondence, papers, and documents be filed flat.
2. That the briefing of correspondence be discontinued.
3. That no bound book, or card record, reference, abstract, or index be kept of incoming or outgoing mail matter or correspondence.
4. That carbon copies constitute the sole record of outgoing correspondence, and that press copies be discontinued in every instance except where the number of copies required by the exigencies of the service renders the making legible simultaneous carbon copies impossible.
5. That the use of dictation machines in some bureaus of the department would conserve practical economies.
6. That only one permanent file be maintained in each bureau or office for official papers, and that said file be made the repository of all correspondence, original and copies, of sufficient importance to warrant preservation.

7. That the matter to be filed be classified or arranged in a systematic manner either upon a self-indexing basis or upon a logical numerical basis, so that the arrangement of numbers serves a practical purpose in fixing location in files and of identification of the papers. The practice of assigning separate and distinct numbers to each communication relating to same case or subject matter should be discontinued, and all papers relating to the same case or subject matter should be congregated into one file under one index or number so as to facilitate the physical act of the filing and the finding of papers when wanted.

To prevent the accumulation of worthless papers, all communications to which a reply fixes a finality to their purpose and usefulness should be either returned to writer or destroyed in order to obviate the necessity and to relieve the Government from the growing burden and expense of providing storage for a lot of waste paper.

A very relevant and convincing example of what may be and has been accomplished in this line is afforded by the action of the Bureau of Pensions, which has to date either sold or destroyed 213 long tons of waste papers, vacating nine or ten rooms, without detriment to the transaction of public business and without violence to the convenience and material interests of the many claimants.

There are innumerable ramifications in the prevailing methods of conducting correspondence in the several bureaus of the Interior Department. The process of handling the same is in many instances intricate and cumbersome. To bring about a change of procedure and to put into operation the essentials necessary to the practical development of a new scheme demand the hearty cooperation and the enthusiasm of the individuals charged with the responsibility of instituting and the development and the successful adaptation of the recommendations and suggestions of your committee. They are the persons who must symbolize the system; must dominate the situation; and upon whose sustained efforts the ultimate success or failure of any system finds lodgment and the public business reaps a compensatory benefit. The possibilities are inviting and a successful consummation of inestimable value to the efficiency and economy of the service.

One comparative situation will serve to present an illustration of the disparity in cost of filing prevailing in the department. In one bureau about 14 per cent of the force is engaged in the files, while in another only about 6 per cent is so engaged.

To the want of logical arrangement of the several divisions in some of the older bureaus of the department, suggested by a reasonable and natural correlation of reciprocal interests, may be charged much of the lost motion and extravagant operation.

Your committee, through its chairman, called upon the heads of the various bureaus of the department, and received from them the printed and mimeographed forms now in use. Of these there is a multiplicity, varied in character, and used for both internal and outgoing correspondence.

They have been carefully examined and the conclusion reached that great improvement in expression, simplicity, and style could be made in many of the forms, and to this end it is recommended that a committee be appointed in each bureau to be composed of at least five persons who have a wide range of knowledge of the affairs of their respective bureaus, and who can, in conjunction with chiefs of division concerned, determine the necessity for the use or discontinuance of blank forms.

This committee should organize, elect officers, and keep minutes of the proceedings of all meetings. One of the first duties of such committees after organization should be to thoroughly canvass, revise, continue, or discontinue, the forms now in use, after which meetings should be held at regular stated intervals to pass upon and approve or disapprove all new forms, or changes in old forms, submitted; and further, the committee should determine the number of blanks to be ordered and authorize the printing, and in no case, because of the constant changes in the needs of the service, should more than a year's supply be approved. There have been cases where as much as 50 years' supply has been authorized; such condition is manifestly wrong and should not exist.

A revision and a rearrangement of the forms by concentrating the space for inserting information would result in a saving of time of both the reviewing officer and the stenographer.

Information in concentrated form can be filled in and reviewed more rapidly than by skipping from space to space.

Standardization would ensue from such revision and in many instances one "revised" form could be made, by the insertion of a word here and there, to serve the purpose of two or more forms. A striking illustration was brought to our attention where one revised form took the place of 18 similar forms.

We found that such a committee as indicated above has been operating successfully in the Bureau of Pensions since February 14, 1906. From that date to June 18, 1907, 83 meetings were held; all blank forms, books, envelopes, and paper were

carefully and thoroughly gone over; forms were canceled, new forms adopted, and changes made in old forms, with the result that in a total of 884 blanks, books, envelopes, and papers there was a net reduction in the number of forms of nearly 34 per cent. This committee is now engaged upon a second canvass and to date it has considered 304 blanks out of a total of 540, with the result that by standardization and cancellation there has been a further reduction of 27 per cent.

The results obtained in this bureau have clearly and emphatically demonstrated the value and efficiency of such committee.

We recommend that in service correspondence, that is, correspondence originating in and directed to an office or officer of the Department of the Interior, the salutation and complimentary close be omitted and the title of the office or officer addressed, as well as the office or officer from which the communication emanates, be abbreviated.

The above recommendation is based upon the following considerations: The reports made to your commission show that there are prepared in the Department of the Interior proper, approximately, 5,017,392 communications annually. It is estimated that a large percentage of these communications are between Government officers and employees. The salutation and complimentary close, that is, the expressions such as "Dear Sir" and "Very respectfully," taken by themselves seem of little moment from the standpoint of the saving which would be effected by their elimination. Any saving, however, in the way of simplification or abbreviation of method of conducting correspondence, no matter how slight, when multiplied by the hundred thousands of communications which are produced throughout the department, is an element of considerable importance, and the elimination of it would effect a saving of quite a large amount.

The elements of a letter in the order in which they customarily appear are as follows:
(1) The title and location of the person or office from which the letter emanates.
(2) The date.
(3) The name, title, and location of the person addressed.
(4) The salutation.
(5) The body of the communication.
(6) The complimentary close.
(7) The signature.
(8) The title of the person signing.

The essential elements of a letter are the date, the person or office from which the letter emanates, the person to whom the letter is sent, the body of the communication, and the signature. The salutation and the complimentary close add nothing to the letter from the standpoint of transacting the business of the department. These elements, serving no practical purpose, could be eliminated without detriment to the public business and at a considerable saving of time and expense.

The other elements in a letter being essential can not be eliminated but they can be much abbreviated: For instance, the title of the person from whom the communication emanates is usually stated twice, namely, on the letterhead and below the signature. Stating this information once serves the practical purpose of the letter. Furthermore, the title of the official to whom the letter is sent, frequently long and usually spelled out in full, could be abbreviated and time as well as space could be saved. This idea is best explained by setting forth a hypothetical case, comparing the present procedure in this department with that proposed.

Say, for example, the Secretary of the Interior desired to instruct or direct the Commissioner of Pensions to have prepared for his consideration a statement showing the total number of invalid pensioners on account of service in the War with Spain, on the roll June 30, 1911. Under the present practice, a letter in the following form would be written:

Honorable James L. Davenport,
Commissioner of Pensions.

Sir: Please have prepared for my consideration a statement showing the total number of invalid pensioners on account of service in the War with Spain, on the roll June 30, 1911.

Very respectfully,

W. L. Fisher, *Secretary.*

Eliminating the salutation and complimentary close, as well as abbreviating the form, the letter would read as follows:

Commissioner of Pensions:

Prepare for me a statement showing number of invalid pensioners on account of service, War with Spain, on the roll June 30, 1911.

Fisher.

Every practical purpose of the direction of the Secretary to the commissioner is subserved by condensing the communication in the manner set forth in the second example. By the second method the equivalent of 17 words is saved over the first method.

That this proposition is not based upon theory only is seen by the fact that several foreign governments in some of their departments have actually eliminated from their correspondence the salutation and complimentary close, as well as abbreviated titles of their public officers. In the United States some large corporations are doing the same thing. One of the greatest railroad companies in America, whose methods were studied by two members of your committee, is simplifying its correspondence to the extent of eliminating the salutation and complimentary close as well as employing initials of the individual from whom the letter emanates and to whom it is addressed in correspondence within certain divisions of its service. This is being done as an experiment and is meeting with such success that its use promises to be extended all over the system. In one of the largest mail-order houses of the country, in which are prepared from seventeen to twenty-three thousand letters per day, the salutation is omitted from all correspondence the company has with the public. The natural opinion would be that a concern soliciting business from the public would be guided upon courtesy or to such an extent as to leave the salutation in. The concern, however, has evidently reached the conclusion that system in its business would be appreciated by the public quite as much as unnecessary formality.

In the German Navy, as well as in our own Navy Department, the salutation and the complimentary close are omitted from correspondence within the service and the signing officer writes his last name only with omission of title below the signature. In the French Navy practically the same rule is followed. In the British Navy simplification and abbreviation have been carried further than is here proposed.

Wilson E. Wilmot,
F. H. Tonsmeire,
W. O. Deatrick,
Of the Committee.

The foregoing report and recommendations are concurred in with the exception of paragraph 1.

With respect to this paragraph we favor the general proposition of discontinuing folding correspondence for filing, and of filing all correspondence, papers, and documents flat, excepting the Bureau of Pensions from the operation of this rule because of the unusual conditions which obtain in said bureau; the large expense which would necessarily be incurred and the absence of any accruing future benefits or economies are potent reasons for our position.

The subject of flat filing of papers in claims for pension has been given careful consideration and has been discussed in detail by the members of the committee, and there is a wide difference of opinion as to the practicability of changing from the present to the flat filing system.

It has been suggested that the flat file be made use of on and after a certain date and not attempt to convert the claims already on file to the proposed systen . This would be in direct opposition to paragraph 6, upon which we have unanimously agreed, and which provides "that only one permanent file be maintained in each bureau or office for official papers," etc. The adoption of flat file in the Bureau of Pensions would therefore necessitate the operation and maintenance of two permanent systems of filing.

This subject has also been discussed with the experts on filing in the Bureau of Pensions, and it is the universal opinion that the flat file could not be worked as satisfactorily and economically as the present system. The minority is of the opinion that the matter of installing flat file in this bureau be submitted to the executive officers of the department and bureau for consideration and determination.

L. B. Stine,
A. K. Meek,
Of the Committee.

Exhibit 7 F.

REPORT OF DEPARTMENT OF COMMERCE AND LABOR COMMITTEE.

March 2, 1912.

The special committee created for the purpose of making an inquiry into the methods of handling and filing correspondence in the Department of Commerce and Labor submits the following preliminary report and recommendations for the consideration

of the President's commission and the committee on economy and efficiency in that department:

After study of the reports upon the subject submitted to the President's commission and a personal examination of the methods employed in some of the bureaus and offices of the department, the committee has reached the following conclusions:

The following are adopted as fundamental principles:

1. That all correspondence should be filed flat in vertical files.
2. That no briefing upon the back of correspondence should be permitted.
3. That no bound book registers of correspondence received and sent be permitted.

The committee finds that these principles are in practice in every bureau and office in the Department of Commerce and Labor, and they are set forth here simply that the attitude of the committee be definitely stated.

4. That no book or card record of incoming or outgoing correspondence be made except where absolutely necessary.

5. That the correspondence of the several bureaus and offices of the department, both incoming and copies of outgoing, be filed wherever practicable upon a subject classification, arranged as nearly as possible upon a self-indexing basis; and where file numbers are regarded as essential therewith, that such numbers be according to a logical arrangement under a decimal or analogous system, to insure the proper grouping of all correspondence upon each subject.

6. That carbon copies constitute the record of outgoing correspondence, and that press copying be discontinued except in such instances as the secretary shall expressly except, owing to the peculiar needs of two or three offices.

As to recommendations made in paragraphs numbered 4, 5, and 6, the committee finds that many of the filing offices have already put these principles into successful practice, although not in all cases as methodically as possible, so that with the formal approval of these recommendations but little work will remain to effect as complete uniformity as is possible in the various offices of this department.

7. We are of opinion that the dictation machine can be used to advantage in some of the bureaus of the department. We recommend that this committee be authorized to institute tests in cooperation with bureaus desiring to ascertain the practicability of the use of the dictation machine for correspondence, and that appropriate statistics be kept during the progress of such tests to show the ratio of output by the use of the dictation machine, as compared to the output by the stenographic method.

8. We are of opinion that many forms used in connection with correspondence can be improved by a rearrangement that will concentrate the filled-in information or data into one ample space instead of being scattered throughout the form. Such an arrangement saves time in two ways: (1) The reviewing officer or employee can see at a glance, because of its compactness and definite location, everything that has been filled in by the typewriter, without loss of time in reading any part of the printed form, and without long skips. (2) The typewriter can fill in such a form more rapidly if the information is concentrated in one place and is written straight-away than if he has to skip from place to place to insert words or items.

We recommend the designation of a representative from each bureau and division of the department who has knowledge of the purpose and use of the forms used in connection with correspondence in his office, to collect such forms and to cooperate with this committee in rearranging the matter thereof in the manner suggested, so that the committee can make suitable recommendations regarding the correspondence forms of each office.

9. We recommend that in all service correspondence, that is, all correspondence originating in and directed to an office or officer of the Department of Commerce and Labor, whether the officer addressed be higher or lower in position than the officer or employee writing the letter, the following rules be prescribed:

(*a*) That the salutation and complimentary close be omitted.

(*b*) That the name of the official or employee addressed be omitted and the address consist exclusively of the title wherever such title is sufficiently exclusive and distinctive as to cause no error or confusion. ("Official" is used herein to designate administrative officers appointed by the President, and "employee" to designate all below such rank, and to include chief clerks of all grades, chiefs of offices, divisions, sections, stations, etc.). This recommendation is designed to eliminate all useless writing of names; but names must of course be used where titles are not sufficiently exclusive.

(*c*) That all purely formal or ceremonial phrases at the beginning or end of communications, such as, "I have the honor," "I would respectfully," "I have the honor to be, etc.," be omitted. (These are used only to a small extent in this department.)

(*d*) That only the last name of the signing official or supervising employee be used, and that the full name or initials be employed only where necessary to prevent confusion.

(*e*) That the title of the signing official be omitted after his signature, wherever the letterhead clearly indicates this title. This rule would require the use of the title in cases like the following: (1) When the signature is that of an acting official. (2) When the letterhead has simply the name of the bureau, division, service, or station, and affords no evidence of the title or designation of the signing official or employee.

(*f*) That the department prescribe a standard list of abbreviations or shortened titles for use in cases where the exact titles are cumbersome; for example, Supervising Inspector-General, Steamboat-Inspection Service.

The ninth recommendation is based upon the following considerations:

The reports made to the President's Commission on Economy and Efficiency on the subject of handling and filing correspondence show that there are dictated to and prepared by stenographers and typewriters in the Department of Commerce and Labor in Washington approximately two million communications annually. It is believed to be a reasonable estimate that three-fourths of this number, or say one and one-half millions, are "service" communications; that is to say communications between Government officers and employees. Any saving, no matter how slight, in the way of simplification and abbreviation of correspondence, when multiplied by 1,500,000, becomes an element of considerable importance, and the elimination of useless words and phrases would in the aggregate effect a saving of large amounts.

The elements of a letter in the order in which they customarily appear are as follows:

1. The title and location of the person or office from which the letter emanates.
2. The date.
3. The name, title, and location of the person addressed.
4. The salutation.
5. The body of the communication.
6. The complimentary close.
7. The signature.
8. The title of the person signing.

The essential elements of a letter are the date, the person from whom or office from which the letter emanates, the person or officer to whom the letter is sent, the body of the communication, and the signature. The salutation, such as "Dear Sir," and the complimentary close, such as "Very respectfully," add nothing to the letter from the standpoint of transacting the business of the Government. These elements serve no practical purpose and can be eliminated without detriment to the public business and at a considerable saving of time and expense.

Considerable saving can also be made in the other elements of the letter. For example, the title of the person from whom the communication emanates is usually stated twice—first, in the letterhead, and again below the signature. Stating this information once serves the practical purposes of the letter, especially as the official position of the writer is well known to the person addressed. Also, the name of the official or person addressed may frequently be omitted, with more advantage than the mere saving of time; and the longer titles can well be abbreviated. The following fictitious letter (which is supposed to be on the letterhead of the chief clerk of the department), written in the common and then in the simplified form, will illustrate the saving recommended by the committee:

FEBRUARY 1, 1912.

MR. WILBUR W. FOWLER,
Chief, Division of Supplies.

DEAR SIR: Please prepare for the Secretary a report, with totals by fiscal years and by bureaus and divisions, showing the expenditure for vertical filing furniture for offices in Washington, from the organization of the department to June 30, 1911.

Very truly yours,

R. M. PINDELL, *Chief Clerk.*

Simplified form:

FEB. 1, 1912.

CHIEF, DIVISION OF SUPPLIES:

Please prepare for the Secretary a report, with totals by fiscal years and by bureaus and divisions, showing the expenditure for vertical filing furniture for offices in Washington, from the organization of the department to June 30, 1911.

PINDELL.

Every practical purpose of the communication is as well subserved in the second form as in the first, and 13 words or initials are saved. (Thirteen times 1,500,000 would be 19,500,000 words and initials, or enough to use up the time of one typewriter, at full speed, for three to five years.) The estimate of 1,500,000 "service" letters includes only letters prepared in the department in Washington; the incoming "service" letters from the field service would add nearly a million to these figures.

That this proposition is not based upon theory alone is evident from the fact that several foreign Governments in some of their large departments have actually eliminated from their correspondence the salutation and complimentary close, as well as abbreviated titles of their public officers. In the United States some large corporations are doing the same thing. One of the greatest railroad companies in America, whose methods were examined by two members of your committee, is simplifying its correspondence to the extent of eliminating the salutation and complimentary close and also employing only the initials of the individual from whom the letter emanates and to whom it is addressed in correspondence within certain divisions of its service. This is being done as an experiment and is meeting with such success that its use will probably be extended all over the system. In one of the largest mail-order houses of the country, in which are prepared from 17,000 to 23,000 letters a day, the salutation is omitted from all correspondence the company has with the public. The natural opinion would be that a concern soliciting business from the public would be guided by courtesy or formality to such extent as to leave the salutation in the letter. The concern, however, has evidently reached the conclusion that system in its business would be appreciated by the public quite as much as unnecessary formality.

In the German Navy, as well as in our own Navy Department, the salutation and the complimentary close are omitted from correspondence within the service, and the signing officer writes his last name only, with omission of title below the signature. In the French Navy practically the same rule is followed. In the British Navy simplification and abbreviation have been carried further than is here proposed.

Appendix No. 8

CENTRALIZATION OF THE DISTRIBUTION OF
GOVERNMENT PUBLICATIONS

CENTRALIZATION OF THE DISTRIBUTION OF GOVERNMENT PUBLICATIONS.

[Supplemental statement submitted by the Commission on Economy and Efficiency, Feb. 29, 1912.]

It is the opinion of the commission that if the plan outlined in its report to the President dated December 4, 1911, recommending the centralization of the distribution of publications at the Government Printing Office, which was transmitted to Congress with the message of the President, dated February 5, 1912, is carried out, that the appropriations for the various departments and establishments for the fiscal year beginning July 1, 1912, could be reduced as follows:

[Under the head of "Material, supplies and special services," is included the cost of conveying matter by truck, team, or otherwise, from the Government Printing Office to the various departments and establishments and from the departments and establishments to the Post Office, and from the Post Office to the Union Station.]

	Salaries.	Materials, supplies, and special services.	Total.
Treasury	$3,979.59	$1,680.29	$5,659.88
War	3,238.18	2,294.90	5,533.08
Justice	617.95	416.58	1,034.53
Navy	2,512.90	2,120.13	4,633.03
Interior	6,408.61	4,349.29	10,757.90
Agriculture	100,911.23	36,689.61	137,600.84
Commerce and Labor	26,960.73	18,632.31	45,593.04
Pan American Union	2,872.00	1,414.00	4,286.00
Interstate Commerce Commission	3,794.16	7,482.56	11,276.72
Civil Service Commission	316.45	959.00	1,255.45
Smithsonian Institute	3,587.01	2,409.76	5,996.77
Washington Post Office	27,540.00	7,250.00	34,790.00
Total annual reduction in departmental and independent establishment appropriations	182,738.81	85,678.43	268,417.24

In preparing the foregoing figures no consideration has been given to the saving which might result from the more direct handling of publications now mailed from the Capitol, the Senate and House Office Buildings, and the Congressional Library. No attempt has been made to estimate this saving. That it is large is shown by the fact that actual weights taken at the Post Office at Washington during 31 days in the months of February and March, 1911, of all mail matter received from the Capitol and the House and Senate Office Buildings, showed an average of 21 tons handled per day.

In order that the Government Printing Office may carry on this entire work, it will be necessary to increase the annual expenditures at the Government Printing Office as follows:

	Salaries.	Materials, supplies, and special services.	Total.
Government Printing Office:			
Estimated cost of distributing documents to the departments and establishments during the year ending June 30, 1912	$44,017.19	$15,231.57	$59,248.76
Estimate of expenditures under proposed consolidation	62,542.00	22,409.00	84,951.00
Increase	18,524.81	7,177.43	25,702.24

RECAPITULATION.

	Salaries.	Materials, supplies, and special services.	Total.
All departments and establishments:			
Reduction in estimates for year beginning July 1, 1912	$182,738.81	$85,678.43	$268,417.24
Increases in estimates for Government Printing Office for year beginning July 1, 1912	18,524.81	7,177.43	25,702.24
Net annual reduction in appropriations beginning July 1, 1912	164,214.00	78,501.00	242,715.00

It is recommended that the necessary legislation be enacted to place the entire work of distributing documents under the direction of the Public Printer beginning July 1, 1912.

Appendix No. 9

THE USE OF THE OUTLINE OF ORGANIZATION OF THE GOVERNMENT PREPARED BY THE COMMISSION AS A MEANS FOR SHOWING CURRENTLY ORGANIZATION CONDITIONS OF THE GOVERNMENT



COPY OF LETTER SENT TO HEADS OF DEPARTMENTS AND INDEPENDENT ESTABLISHMENTS OF THE GOVERNMENT.

MY DEAR MR. SECRETARY: I am transmitting herewith (a) a copy of House Document No. 458, Sixty-second Congress, second session, containing my message to Congress of January 17, 1912, and the report of the Commission on Economy and Efficiency on the organization of the Government as it existed July 1, 1911; and (b) a supplemental report by the commission, recommending that certain steps be taken for the purpose of providing that the outline of organization of the Government prepared by it be made the basis of a system by which full and detailed information will at all times be available regarding the manner in which the Government is organized for conducting its work.

These recommendations have my full approval, and it is my desire that the departments and establishments immediately enter upon the work of carrying them into execution.

It is probable that some difficulties will be encountered in putting this comprehensive plan into effect. It is of the utmost importance that the work be done along uniform lines by all the departments and establishments. This can be secured only by joint action. To this end will you please designate a representative of your department who, with similar representatives of other departments and establishments, will confer with the Commission on Economy and Efficiency in respect to the prosecution of the work. I have asked the commission to render all aid in its power in carrying out this undertaking.

Sincerely, yours,

WM. H. TAFT.

THE WHITE HOUSE, *March 28, 1912.*

USE OF OUTLINE OF ORGANIZATION OF THE GOVERNMENT.

MARCH 20, 1912.

The PRESIDENT: On November 27, 1911, the commission submitted a report on the organization of the Government as it existed July 1, 1911. This report was transmitted to Congress with the President's message of January 17, 1912, and was published with the message in House Document No. 458.

The organization of the Government is shown in great detail in the report by means of an outline. This outline was constructed on the loose-leaf principle so as to permit of its being currently revised as changes in organization take place. In submitting the outline the commission, in its report, stated:

This report has been prepared with two definite objects in view—(1) to secure and present the information that is essential for any detailed critical study of the manner in which the Government is organized, and (2) to furnish this information in such a way that it can be kept constantly revised to date with little or no expense and thus be at all times available to officers of the Government for use in the current administration of affairs.

Following this the commission pointed out in some detail the various ways in which a current record of organization conditions of this character could be made to serve a valuable purpose in the practical administration of public affairs. It concluded its report with the following paragraphs:

In conclusion, the commission desires again to emphasize the fact that much of the value of the present report will be lost unless the outlines of organization are adopted as the basis for a system that will furnish a record of the manner in which the Government is organized, in such a way that the information will be available at all times, not only to the services themselves but to all persons interested in the conduct of Government affairs. To attain this end three things are necessary.

In the first place, each department, bureau, and service should at once take its part of the outline and so extend it as to show the number of employees, according to their service titles and rate of compensation, falling under each organization unit. It should do what the commission has done in that part of the outline pertaining to the District of Columbia. Here, as has been pointed out, the commission has carried the outline to its logical conclusion by indicating the number, title, and compensation of all employees working under each organization unit. The following copy of the sheet of the outline pertaining to the Home for the Aged and Infirm shows the character of the information that will thus be rendered available regarding each administrative subdivision and each institution constituting a part of the government of the District of Columbia.

	Number.	Salary.	Reference page.
1. Board of Commissioners.			
2. Commissioner.			
20. *Home for the Aged and Infirm.*			
1. Superintendent	1	$1,200	
2. Medical department—			
1. Physician	1	480	
2. Nurse	1	360	
3. Housekeeping—			
1. Matron	1	600	
2. Cook	1	600	
3. Baker	1	540	
4. Male attendants	2	360	
5. Cook	1	300	
6. Female attendants	2	300	

	Number.	Salary.	Reference page.
1. Board of Commissioners—Continued.			
2. Commissioner—Continued.			
20. *Home for the Aged and Infirm*—Continued.			
3. Housekeeping—Continued.			
7. Seamstress	1	$240	....
8. Cook	1	180	....
9. Servants	3	144	....
4. Garden, farm, and stables—			
1. Farmer	1	540	....
2. Farm hands	3	360	....
3. Dairyman	1	360	....
4. Hostler and driver	1	240	....
5. Care of building—			
1. Engineer	1	900	....
2. Engineer	1	720	....
3. Engineer	1	480	....
4. Engineers	3	300	....
6. Miscellaneous—			
1. Clerk	1	900	....
2. Blacksmith and woodworker	1	540	....
3. Laundryman	1	540	....
4. Tailor	1	360	....

It is hardly necessary to point out how valuable, indeed how indispensable, is information in this form, not only to the person in immediate charge, but particularly to superior administrative officials and to Congress, if adequate consideration is to be given to the problems presented in the administration of the service, in the framing of estimates, in the making of appropriations, and in the enactment of legislation for the conduct of the several divisions and institutions which go to make up the organization of any general service.

In the second place, the policy must be adopted of keeping the outlines constantly revised to date. It was with a view to this that the outlines have been prepared on the loose-leaf plan. As changes take place in personnel or organization it is a matter of but a few minutes' work to prepare the new sheets to show the changed conditions. These sheets can be made in duplicate, triplicate, or in still greater number, so that copies may be forwarded to the central office of the bureau and department affected and thus enable these offices to keep their records constantly representing actual conditions. The old sheets that are supplanted can be retained, if it is deemed desirable, for record purposes, and on them can be entered the date of the change and such other notations as may be thought of value as indicating the reasons for, or conditions under which, the changes were made. It is not necessary in all cases that changes should be reported daily as they occur to the central offices of the bureau and department. In many cases every purpose will be served if the sheets showing changes are forwarded to such offices once a month.

Finally, the system should provide that there be maintained in the Executive Office of the President, in the office of the Civil Service Commission, and in such other offices as it may be deemed desirable to designate, a complete set of the outline of organization for the entire Government, and to such offices should be forwarded monthly a copy of each sheet which has been changed during the preceding month. The result of this provision will be that each subdivision of the Government will have at all times a sheet or sheets showing its organization and assignment to duty of the personnel, each bureau and each department a record showing the organization and personnel of all divisions and institutions over which it exercises jurisdiction, and the office of the President and other designated central offices a complete record of the organization of the Government as a whole. Information will thus be available at all times regarding the organization of any particular service, or of a subdivision of a service, or of the Government as a whole, and as to the number of persons, with their service titles and compensation, that are employed in any such service or division.

In order that these ends may be obtained it is necessary that specific action should be taken looking to the inauguration and operation of the system therein proposed. To this end the commission recommends:

1. That the scheme of presentation of information concerning the manner in which the Government is organized, employed in the report of the commission on the organization of the Government as it

existed July 1, 1911, be adopted as the means for maintaining a current record of the Government organization.

2. That each department, establishment, bureau, service, and branch of the Government revise and extend its outline of organization, as given in the report of the commission, so as to show under each organization unit the number of persons therein employed, classified according to their service title and compensation, in the same manner as has been done in the report of the commission in the case of the government of the District of Columbia. This revision should show conditions as they exist April 1, 1912.

3. That a copy of this revised and extended outline be transmitted to the Commission on Economy and Efficiency as rapidly as prepared, and that it be the duty of said commission to render all aid in its power in securing the inauguration of this system of maintaining a complete record of organization conditions.

4. That each subordinate unit, such as a division, field station, etc., keep the outline of its organization and personnel currently revised to date, so far as it is practicable to do so.

5. That immediately after July 1 and January 1 of each year each subordinate unit of organization transmit to the head of the superior unit of organization of which it is a part one or more copies of all sheets that have been revised during the preceding six months to the end that such superior organization unit, by substituting such revised sheets for the old sheets, may have revised at least semiannually its record of the organization of the subordinate units over which it exercises jurisdiction. In accordance with the foregoing a complete revision of the outlines of organization of the Government will be had at least twice a year. Each department, establishment, bureau, etc., can provide for a revision of its outline monthly or at even more frequent intervals, if it is found desirable.

6. That not later than August 1 of each year each executive department, establishment, board, commission, or other branch of the executive service, transmit to the Civil Service Commission two complete sets of the sheets showing its organization as it existed on July 1 preceding.

7. That the Civil Service Commission cause to be assembled in proper order, according to the scheme of classification of the Government employed in the report of the commission, the sheets so received and transmit one copy of such compilation to the President, retaining the other copy for its own files.

8. That in maintaining this record of organization and personnel use be made of sheets of white writing paper 8 by 10½ inches, weighing approximately 4 pounds per ream of 500 sheets of that size. The sheets to be sent to the Civil Service Commission and to the Commission on Economy and Efficiency should not have holes for binding punched in them.

Respectfully submitted.

F. A. Cleveland,
Chairman.
W. F. Willoughby.
W. W. Warwick.
Frank J. Goodnow.
M. O. Chance,
Secretary.

UNIV. OF MICHIGAN,
FEB 24 1913

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